DOCUMENT RESUME

ED 024 733 UD 007 409

Project SEAR: A Systematic Effort to Analyze Results. Task Force Report.

California State Dept. of Education, Sacramento.; Lockheed Missiles and Space Co., Sunnyvale, Calif.

Pub Date Oct 67

Note- 130p.

EDRS Price MF-$0.75 HC-$6.60

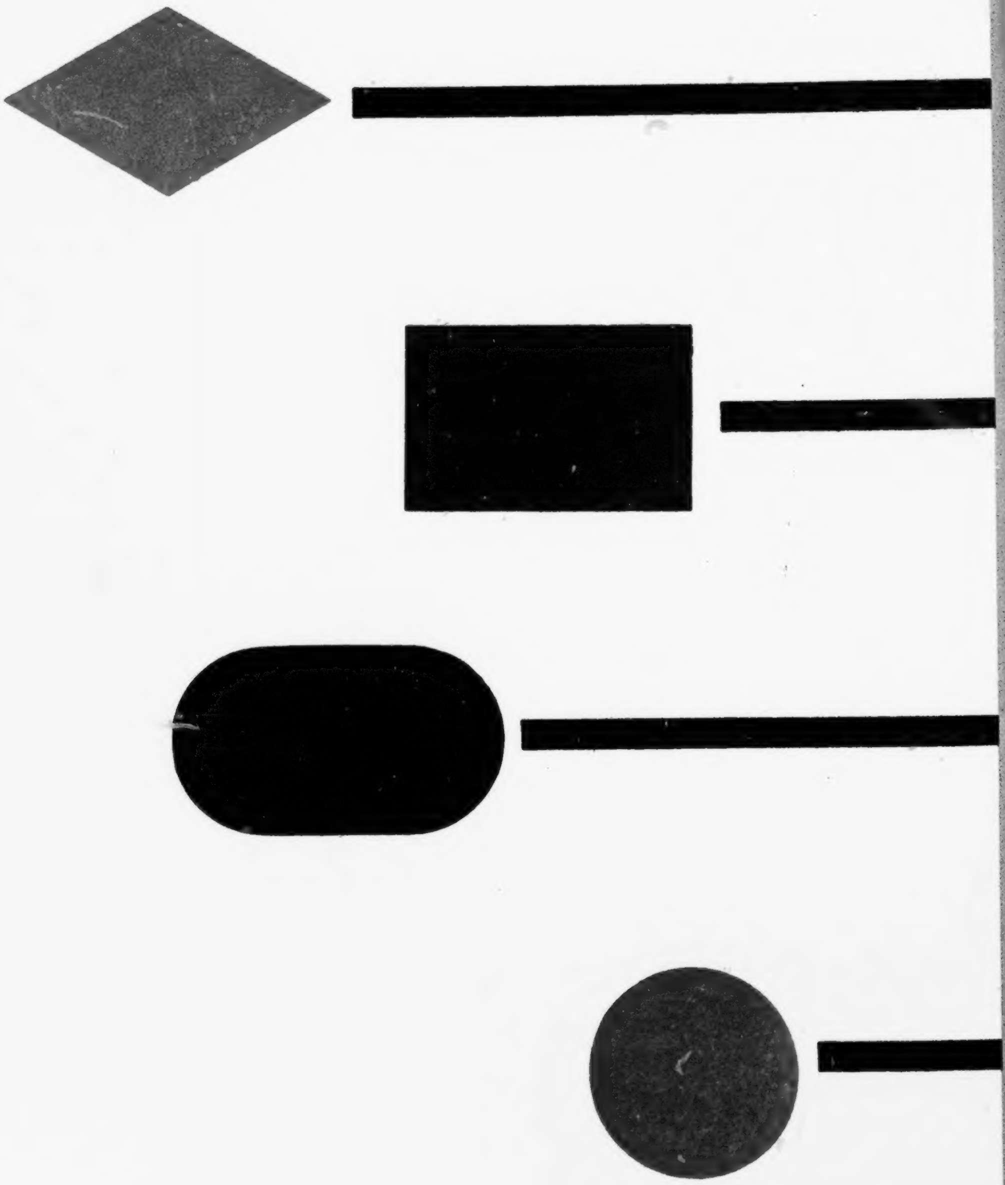
Descriptors- *Aerospace Industry, Community Problems, *Compensatory Education Programs, Evaluation Methods, Evaluation Techniques, Intercommunication, Objectives, Program Descriptions, Program Effectiveness, *Program Evaluation, School Personnel, State Departments of Education, Systems Analysis

Identifiers- California, California State Department of Education, Lockheed Missiles and Space Company, Office of Compensatory Education, Project SEAR

Presented is a report of a joint study project of an aerospace company and California's Office of Compensatory Education. The project's goals were to (1) explore the impact of facets of compensatory education on some neighborhood problems; (2) offer a communication link between school personnel and the Office of Compensatory Education; (3) use a systems analysis approach to determine program priorities; and (4) establish baseline data for correlating the compensatory education program with neighborhood stability factors. The document contains sections and techniques and methodology, findings, and conclusions. A summary is provided and exhibits are included. (NH)

07409E

ED0 2475



PROJECT SEAR

TASK FORCE REPORT

October, 1967

Joint Study by the

California State Department of Education
Office of Compensatory Education

and the Lockheed Missiles & Space Company

UD 009 409

U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
OFFICE OF EDUCATION

THIS DOCUMENT HAS BEEN REPRODUCED EXACTLY AS RECEIVED FROM THE PERSON OR ORGANIZATION ORIGINATING IT. POINTS OF VIEW OR OPINIONS STATED DO NOT NECESSARILY REPRESENT OFFICIAL OFFICE OF EDUCATION POSITION OR POLICY.

Project
SEAR

A Systematic Effort to Analyze Results

sear (ser) n. The catch in a gunlock holding the hammer at cock or half cock

UD 007 409

PREFACE

Project SEAR was a joint effort of government and industry to ascertain the judgments of selected school personnel on what the schools in general and Compensatory Education in particular can do to help solve the pressing problems of urban poverty communities. The study brought together the Office of Compensatory Education's knowledge of school activities and personnel in selected poverty areas and Lockheed Missiles & Space Company's experience in program management, systems analysis, and information handling.

The survey has produced information that could not have been obtained from the annual evaluation reporting system. This information was gathered through intensive discussions and interviews with persons working in Compensatory Education. It was not intended to be a duplication of, or a substitute for, the annual evaluation report required by law to assess the effectiveness of Compensatory Education in meeting its goal of raising student achievement.

The increased understanding of school, neighborhood, and community relationships resulting from both Project SEAR and the objective test data on student achievement obtained from the formal evaluation must be used together as a base from which to provide future direction for the Compensatory Education program.

Wilson Riles

Wilson C. Riles, Director
Office of Compensatory Education

CONTENTS

Section		Page
	PREFACE	iii
	SUMMARY	vii
	ACRONYMS	xi
1	OBJECTIVES AND APPROACH	1-1
	1.1 Background	1-1
	1.2 SEAR Objectives	1-2
	1.3 Interviewee Selection Criteria	1-2
	1.4 Task Force Organization/Personnel	1-4
	1.5 Program Plan	1-5
2	TASK FORCE METHODOLOGY	2-1
	2.1 Systems Design	2-1
	2.2 Selected TDR Examples	2-11
3	STATUS AND REPORTING	3-1
4	PHASE ONE: FINDINGS	4-1
	4.1 Trigger Events and Tension Elements	4-3
	4.2 Influence of School on Youth	4-12
	4.3 Sensors of Community Unrest	4-18
	4.4 Problems of the Neighborhood the School Can Meet	4-21
	4.5 Effectiveness Measures	4-25
	4.6 Nonacademic Benefits of Compensatory Education	4-28
	4.7 Recommended Changes in Compensatory Education Programs	4-33
	4.8 Impact of Components on Improved Compensatory Education Programs	4-37
5	CONCLUSIONS	5-1
EXHIBITS		

SUMMARY

Project SEAR was a joint effort of the State of California Department of Education's Office of Compensatory Education and the Lockheed Missiles & Space Company. The objectives of the survey were as follows:

- Explore the impact of Compensatory Education program elements on neighborhood problems in key locations
- Provide a unique communications link between administrators, teachers, and teacher aides, and the Office of Compensatory Education
- Update program priorities using a systems analysis approach
- Establish an initial data base to correlate Compensatory Education program elements and neighborhood stability factors

SCOPE OF SEAR SURVEY

This survey was directed toward the discovery of insights into the role of compensatory education as a basic resource of the community. This goal influenced the several characteristics of the survey effort which were as follows:

- Qualitative answers to unstructured questions were sought.
- Questions were intended to make the interviewee relate community needs to Compensatory Education activities.
- Interviewees were selected on the basis of their observed competence and their experience with Compensatory Education programs. Of the 245 individuals contacted, 223 responses were received.
- A short time frame was adopted; statistical analysis was deemed secondary to the timely acquisition of ideas and opinions.

The program was initiated August 14, 1967 and carried out in exact accordance with the original schedule.

SIGNIFICANT FINDINGS

The following insights were gained as a result of the SEAR survey:

- School staff effectiveness is the most critical measure of program success or failure. A prime source of trouble is an expression of prejudice by a new staff member in a target school. Lack of understanding of cultural differences, inability to maintain classroom control, and lack of diagnostic skills to identify individual learning problems hamper the efforts of the inexperienced teacher. Good teachers can make dramatic improvements utilizing the extra resources provided by Compensatory Education programs; many inteviewees claimed that teacher performance was improved because of the Compensatory Education involvement. Teacher training on a formalized basis (involving the aides, also) is mandatory; improvements in all aspects of personnel management are needed.
- There has been a breakdown in school/community communications. School boards do not effectively transmit needs to the schools or results to the people; Compensatory Education Advisory Committees are good but are not enough; PTA groups are inadequate. Unrealistic expectations are built on misunderstood program descriptions. School disciplinary actions are misinterpreted, and spontaneous (sometimes violent) action is initiated by parent committees that bypass school channels in an attempt to force program changes. New links are possible through employment of teacher aides, increased teacher home visits, and increased use of existing organizations by establishing formal interface points. Parental involvement must be greatly increased.
- Interaction with the police presents the greatest potential for trigger events. Police action is often perceived as mistreatment by minority groups. Factors such as a basic disrespect for law and authority lead to police involvement with youth both on and off school grounds. The school is seen as a central force which has the opportunity to bring together community agencies and the population intended to be served so that mutual understanding is possible.

Besides the police, the poverty groups (EOC, NYC), employment services, medical services, and minority organizations can use the school as a common interface point. New elements of social studies should be included in the school curriculum to increase student understanding of the policies and operations of public agencies, particularly the police.

- Disappointment with school's educational and noneducational program is a major tension element. Parents are becoming increasingly vocal about student underachievement, thereby raising important questions about the quality of the school program as well as the capabilities of evaluation instruments. People want immediate improvement in test scores and do not realize the complexity of the several Compensatory Education activities that must interact to raise achievement levels. Better communication with parents is needed, as are better evaluation methods to show how Compensatory Education programs are helping.

  The school program should be broadened — more preschool, more vocational education, more adult education, more extracurricular activities — to serve a broader range of neighborhood needs.

- Program design and administration need improvement. More innovations and flexibility in Compensatory Education programs are necessary to accommodate different learning patterns of disadvantaged youth, to encourage achievement, and to improve the individual's self-image. More courses in human relations and greater exposure to other ethnic and cultural groups were recommended to combat racial isolation. In addition, there should be courses to help relate basic skills to vocational needs.

  Frequent mention was made of the uncertainties of funding of programs, including Compensatory Education. Program cutbacks and cancellations were important tension elements; late funding makes planning impossible and results in waste. Long-range planning and more guidance from the Office of Compensatory Education on technical aspects of program development is desired.

The Compensatory Education school is both a prime source of tension in the neighborhood as well as the greatest potential resource for maintaining community stability. This report has provided the first statement of this paradox as well as the first small step toward its resolution.

CONCLUSIONS

The responses of school personnel surveyed in Project SEAR lead to these general conclusions:

- The school may be both a major source of urban tensions and frustrations and a promising vehicle for improvement of neighborhood stability.
- The most important contribution that the schools and the Office of Compensatory Education can make to alleviate urban tension is to improve the effectiveness of school personnel working in poverty areas.
- A broader program aimed at improving the communications between the school and the poverty area community is needed.
- The school can play a greater role in working with community and civic agencies to improve the life of neighborhood residents.
- Pupils in Compensatory Education programs should be made more aware of the relevance of basic skills acquired in the classroom to the requirements for employment.
- More activities to improve racial and ethnic relations should be included in Compensatory Education programs.
- The school should expand its extracurricular program to meet the social, recreational, and cultural needs of the community.
- Improved evaluation instruments are needed to measure student progress in Compensatory Education programs.

ACRONYMS

COMP ED	Compensatory Education
EOC	Economic Opportunity Commission
LMSC	Lockheed Missiles & Space Company
NYC	Neighborhood Youth Corps
OEO	Office of Economic Opportunity
PTA	Parent Teacher Association
SEAR	● Systematic Effort to Analyze Results ● Dictionary Definition: "The catch in a gunlock holding the hammer at cock or half cock"
SRA	Science Research Associates
TDR	Task Force Data Record (See Fig. 2-1 and Exhibits E-11 and E-27.)

OBJECTIVES AND APPROACH

Section 1
OBJECTIVES AND APPROACH

1.1 BACKGROUND

The purpose of Compensatory Education is to raise the school achievement level of children from poverty backgrounds by providing the additional educational services these children need to achieve their maximum potential. To achieve its goal, Compensatory Education program elements must attack the inhibitors of learning faced by disadvantaged children. These inhibitors include:

- Alienation of parents from the educational process
- Racial, ethnic, and economic isolation
- Inadequate verbal and communication skills and cultural experiences
- Poor health
- Poor self-image and lack of motivation to learn
- Poor attitudes and inadequate skills of teachers working with disadvantaged youth

To alleviate and overcome these inhibitors, school districts in California have implemented a wide range of Compensatory Education activities. Examples of these activities are:

- Extra reading and language instruction
- Preschool
- Cultural enrichment
- Counseling and guidance services
- Health and nutritional services
- In-service training of teachers
- Intergroup education
- School/community contacts

The potential effect of Compensatory Education programs is, beyond other types of educational programs, a restructuring of social patterns and behavior in extremely short time periods. Because restructuring is a well-defined objective, the effect of Compensatory Education must be measured in a number of ways. Student performance data, the hard data of test results, are one part of the measurement.

Project SEAR (a Systematic Effort to Analyze Results) was designed to explore the impact that Compensatory Education, through its activities to raise student achievement, may have on the poverty neighborhood itself and on the factors that create inhibitors to learning.

1.2 SEAR OBJECTIVES

Specific objectives of Project SEAR were to:

- Explore impact of Compensatory Education program elements on neighborhood problems in key locations
- Provide unique communication link between administrators, teachers and teacher aides, and the Office of Compensatory Education
- Apply the systems approach to assist in updating program priorities
- Establish initial data base for correlations between Compensatory Education program elements and neighborhood stability factors

1.3 INTERVIEWEE SELECTION CRITERIA

Interviewees were selected from school personnel in Compensatory Education programs, rather than from all groups in the local community, since other agencies are better situated to obtain data from sources outside of the school. The Office of Compensatory Education can best contribute to an understanding of inner city problems by drawing upon the observations and insights of persons working in the one social institution that comes into close and continuing contact with inner city youngsters, i.e., the schools.

Criteria were established for selection of the school districts, schools, and personnel at both the school district and individual school level to be included in the survey.

Within schools, all levels of personnel were covered, including teacher aides. The criteria were not cumulative; a person, school, or school district meeting any single criterion could have been qualified. The single most important criterion for interviewee selection was the person's knowledge and understanding of Compensatory Education programs, not his support of them.

A list of the districts surveyed and a copy of the letter sent to the superintendent of each district are shown on Exhibit page E-1 of this report. The criteria for selection of school districts were:

- A history of close contact with the poverty area community
- A demonstrated awareness of the needs of the poverty area population
- An extensive Compensatory Education program
- Eligibility to receive special state funds for concentrated poverty areas (Senate Bill 28, 1966 Statutes)

The criteria for selection of schools were:

- A history of close contact with the poverty area community
- A demonstrated awareness of needs of the poverty area population
- Extreme student behavior during previous disturbances
- Unusual staff or student behavior in schools not experiencing previous disturbances

The criteria for selection of school district central office personnel were:

- Administrative responsibilities in Compensatory Education programs
- Identified critic of Compensatory Education
- Knowledge and understanding of Compensatory Education

The criteria for selection of personnel at the individual school level were:

- Relationship or involvement with Compensatory Education programs
- Identified critic of Compensatory Education
- Resident of poverty area neighborhood
- Knowledge and understanding of Compensatory Education

The source for the data was not selected to draw upon all strata and all groups of people living in the local community. School people were used as field sources for the reason that Compensatory Education field representatives and consultants have been working with those individuals who are responsible for implementing school programs. The children have come in contact with these programs and have worked with the teachers, the principals, and the aides who were contacted by Project SEAR interviewers. Other agencies have the responsibility and the contacts to perform data collection based upon community sources. Compensatory Education is equipped, as a result of its close working relationship with the one social institution that comes into close and continuing contact with urban youngsters – the schools, to draw upon observations, insights, and understandings generated by people who are close to parents and children in urban areas.

1.4 TASK FORCE ORGANIZATION/PERSONNEL

Carrying out the objectives of Project SEAR on a short-term, low-cost basis required the concerted effort of the Office of Compensatory Education and LMSC personnel.

Project go ahead was given on August 14, 1967; completion and delivery of the report on September 25, 1967 placed heavy demand upon program management and the survey task force to complete a multitude of tasks in a very short period of time.

Two personnel groups were organized for Project SEAR – program management and survey task force. Wilson C. Riles, Director of the Office of Compensatory Education, served as Task Force Director with Milton Babitz (Compensatory Education), Rudy Flothow (LMSC), and William DeHart (LMSC) assisting in management of the study.

Twelve interviewers were selected from consultants in the various bureaus of the Office of Compensatory Education. A 16-hour in-service training program was conducted to orient the interviewers to the objectives and structure of the project, introduce them to the interview procedure and instruments, and provide practice in the use of the interview instruments through role-playing sessions. Following the training program, the interviewers were assigned to the selected areas to be covered in the project. Assignments were made on the basis of experience of the interviewer in the various school districts. Figure 1-1 shows interviewer geographical assignments. These charts were used to record interviewer/interviewer contacts on a daily basis.

1.5 PROGRAM PLAN

Responsibility for training of interviewers, data reduction and analysis, data display and report preparation are illustrated in Fig. 1-2. which shows the tasks performed by each person and the time period in which they were performed. The milestone chart in the figure shows the key events of the study. A more comprehensive sequence of Project SEAR events is shown in the "Exhibits" section of this report.

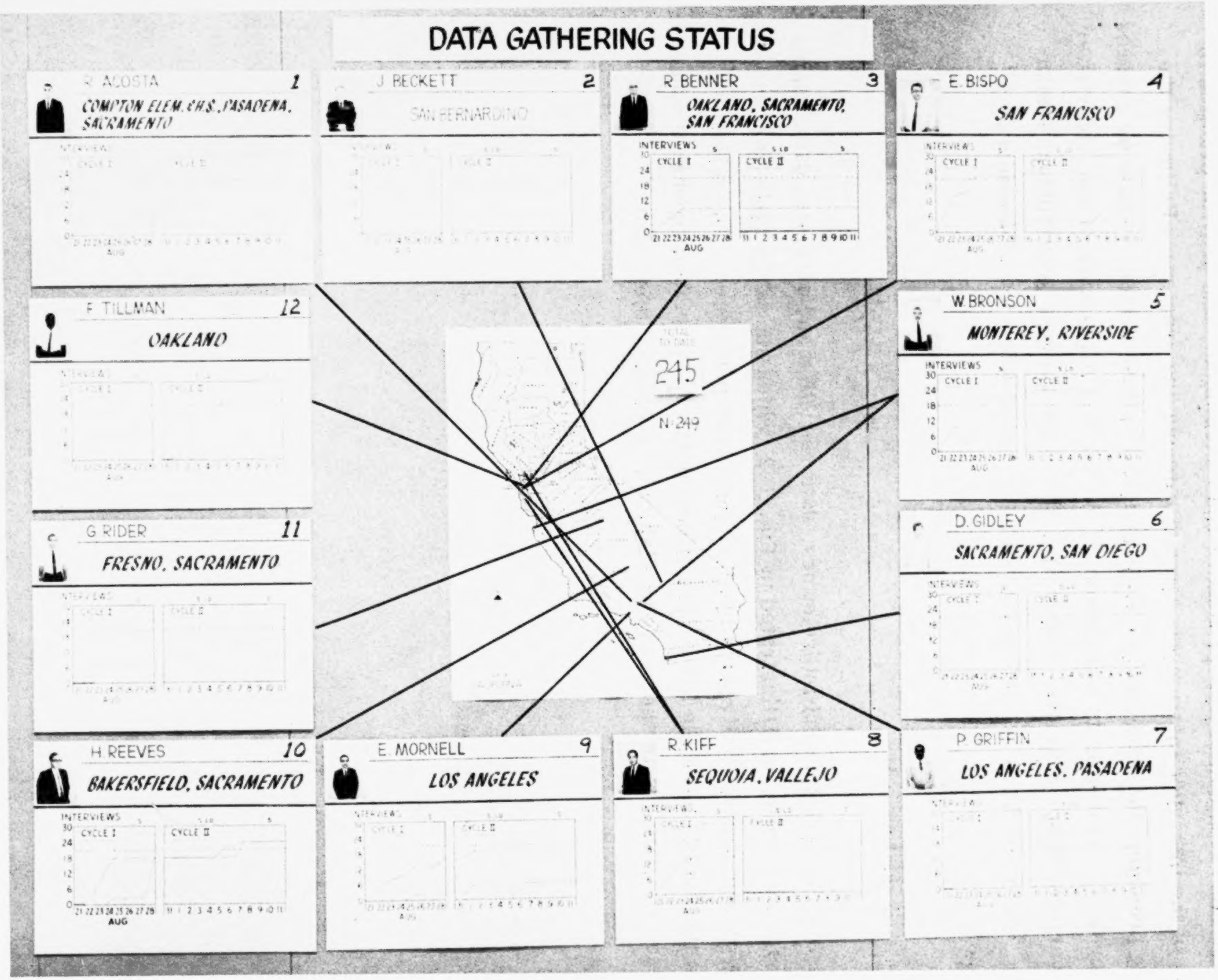
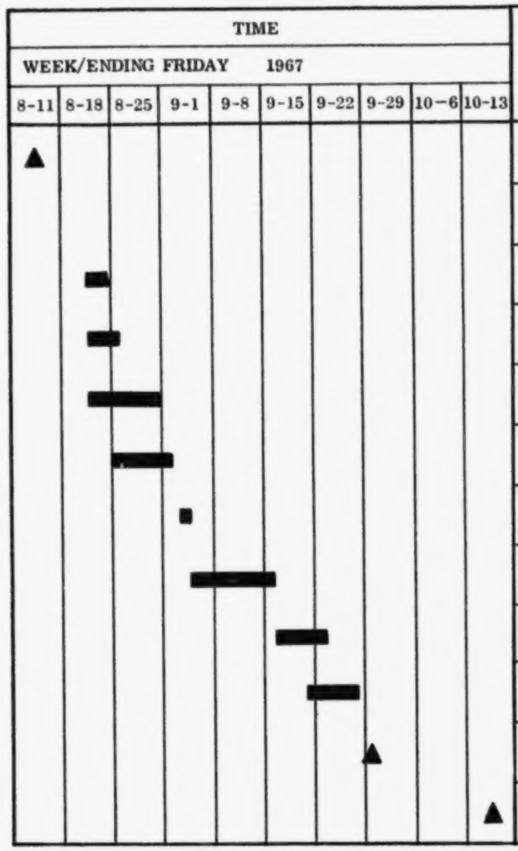

DATA GATHERING STATUS
R. ACOSTA 1
COMPTON ELEM. CHS., PASADENA, SACRAMENTO
J. BECKETT 2
SAN FERNARDINO
R. BENNER 3
OAKLAND, SACRAMENTO, SAN FRANCISCO
E. BISPO 4
SAN FRANCISCO
F. TILLMAN 12
OAKLAND
W. BRONSON 5
MONTEREY, RIVERSIDE
G. RIDER 11
FRESNO, SACRAMENTO
D. GIDLEY 6
SACRAMENTO, SAN DIEGO
H. REEVES 10
BAKERSFIELD, SACRAMENTO
E. MORNELL 9
LOS ANGELES
R. KIFF 8
SEQUOIA, VALLEJO
P. GRIFFIN 7
LOS ANGELES, PASADENA
INTERVIEWS
CYCLE I
CYCLE II
AUG
245
N-249

Fig. 1-1 Interviewer Geographical Assignments

P = PARTICIPATES
S = SUPPORTS
C = COORDINATES



TASK	KEY TECHNICAL PERSONNEL													
	LOCKHEED							COMPENSATORY EDUCATION						
	R. FLOTHOW – PROGRAM MANAGER	W. DEHART – PROJECT LEADER	V. PLASKETT – INFO SYSTEM SPECIALIST	M. MUNGER – ENGINEERING PSYCHOLOGIST	J. ANDERSON – INSTRUCTIONAL TECHNOLOGIST	A. VENNING – COMMUNICATIONS MEDIA SPECIALIST		WILSON RILES – TASK FORCE DIRECTOR	T. NEFF – FIELD DATA MANAGER	E. LEHR – STATUS CENTER MANAGER	P. MAR – DATA PROCESSING COORDINATOR	FIELD INTERVIEWERS	TECHNICAL WRITERS	P. MAR – PUBLIC RELATIONS COORDINATOR
PROGRAM DESIGN & DATA GATHERING INSTRUMENTS DELIVERED	P	P	P					P						
PROJECT TEAM SELECTION	S							P	P					
TEAM BRIEFINGS/IN-SERVICE	C	P		P				C	P	P	P	P	P	P
DATA SOURCE SELECTION	S	P	P		P			C	P	S	P			
STATUS & REPORTING CENTER (SRC) DESIGN & IMPLEMENTATION	S	C	S		S	P		C	S	P	P			S
DATA GATHERING CYCLE I	S	P		P		S		C	P	S	S	P		S
REVIEW AND EVALUATION OF CYCLE I DATA	P	P	P	P	P	P		C	P	P	P	S	S	S
DATA GATHERING CYCLE II	S	P	P					C	P	S	S	P		S
DATA REDUCTION & FORMATTING	S	P	P		P			C	P	S	P	S	P	
PREPARATION OF REPORT	S	P	P					C	P	S	P	S	P	
FINAL REPORT DELIVERED	S							P						P
REPORT RELEASE TO STATE BOARD OF EDUCATION								P						

Fig. 1-2 Distribution of Effort by Time, Task, and Talent

TASK FORCE METHODOLOGY

Section 2

TASK FORCE METHODOLOGY

Project SEAR systems analysis methodology has been directly responsive to the specific objectives discussed earlier and repeated here for reinforcement:

- Explore impact of Compensatory Education program elements on neighborhood problems in key locations
- Provide unique communication link between administrators, teachers and teacher aides, and Officer of Compensatory Education
- Apply the systems approach to assist in updating program priorities
- Establish initial data base for correlations between Compensatory Education program elements and neighborhood stability factors

Each member of the task force performed his tasks with full understanding of these objectives and their implication.

The following subsections discuss in detail the design of the system for conduct of the survey. They also describe data collection, reduction, and analysis activities.

2.1 SYSTEMS DESIGN

The design of the data collection technique was guided by two objectives:

- The technique must provide data regarding the relationship between tension factors and Compensatory Education.
- The technique should encourage freedom of response rather than response only within limited preestablished categories.

Most interview and questionnaire techniques are designed for the collection of discrete data or attitudes without any concern for eliciting relational data. Any relationships among data sets are established through statistical manipulation of the collected data. The function flow diagrammatic technique, as used in systems analysis, is particularly suited to the literal enforcement of the consideration of relationships and interactions among data sets and processes. The instrument used for the interviews was, therefore, based upon a function flow among the desired data. This form, the Task Force Data Record (TDR), is shown in Fig. 2-1. As shown, the TDR was used as a guide by the interviewer and interviewee. The interviewee recorded his responses in a booklet form which contained the same questions as indicated on the TDR.

To assure a maximum number of responses, a two-call interview procedure was selected for use with the data collection instruments. Not only does this approach maximize the number of responses obtained, it also provides sufficient time between calls for the interviewee to consider seriously the questions presented and provide thoughtful replies. Application of this procedure included the following three steps:

(1) The interviewee was first contacted by telephone to explain the overall purpose of the project, elicit his cooperation, and establish a time for the first interview.

(2) The first interview was then conducted on an individual basis in most cases, although time constraints forced group techniques in some instances. The first call was devoted to an explanation of the TDR and to answering any questions the interviewee might have about the TDR or the objectives of the project. The interviewee was assured that his responses would be kept confidential. An appointment for the second interview was made at this time.

(3) The second interview was planned as a group interview; however, in many cases it was not possible to arrange times convenient to a group so individual interviews were conducted in these cases. The purpose of the second interview was to collect the TDR booklet and to answer any questions that might have developed as a result of completing the booklet. The intent in the group situation was to attempt to elicit group interaction to the questions posed by the TDR which could be recorded by the interviewer as additional data.

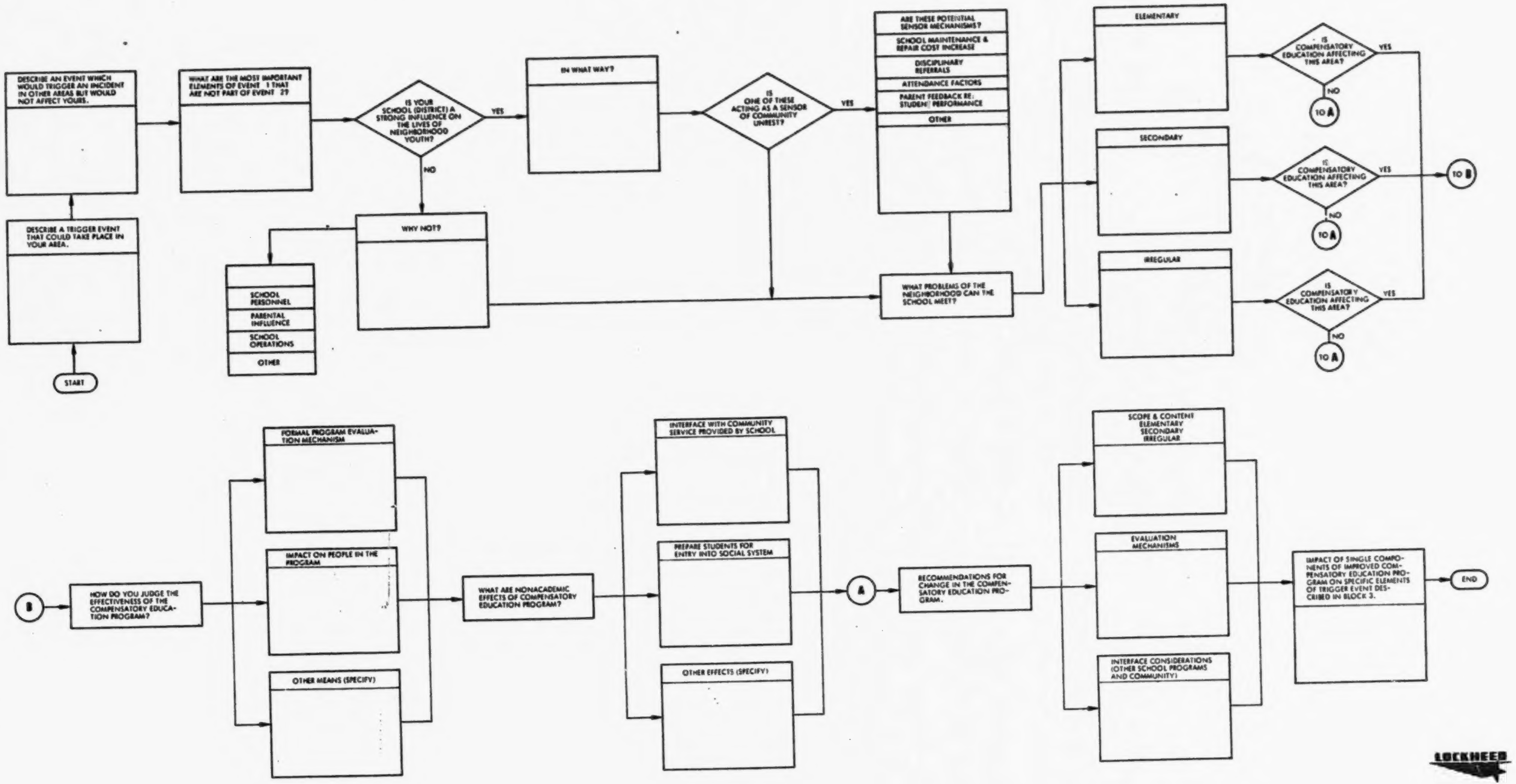
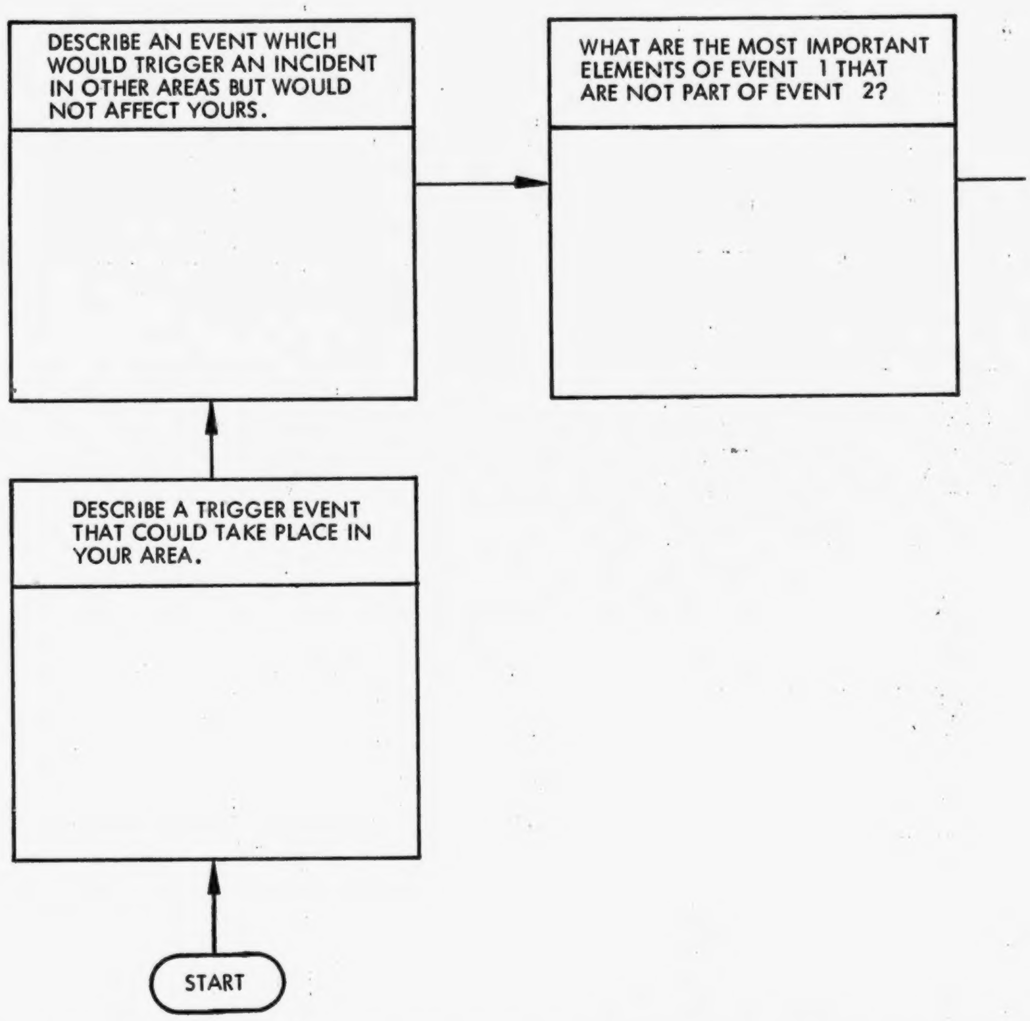

DESCRIBE A TRIGGER EVENT THAT COULD TAKE PLACE IN YOUR AREA.
START
DESCRIBE AN EVENT WHICH WOULD TRIGGER AN INCIDENT IN OTHER AREAS BUT WOULD NOT AFFECT YOURS.
WHAT ARE THE MOST IMPORTANT ELEMENTS OF EVENT 1 THAT ARE NOT PART OF EVENT 2?
IS YOUR SCHOOL (DISTRICT) A STRONG INFLUENCE ON THE LIVES OF NEIGHBORHOOD YOUTH?
YES
NO
WHY NOT?
SCHOOL PERSONNEL
PARENTAL INFLUENCE
SCHOOL OPERATIONS
OTHER
IN WHAT WAY?
IS ONE OF THESE ACTING AS A SENSOR OF COMMUNITY UNREST?
YES
ARE THESE POTENTIAL SENSOR MECHANISMS?
SCHOOL MAINTENANCE & REPAIR COST INCREASE
DISCIPLINARY REFERRALS
ATTENDANCE FACTORS
PARENT FEEDBACK RE: STUDENT PERFORMANCE
OTHER
WHAT PROBLEMS OF THE NEIGHBORHOOD CAN THE SCHOOL MEET?
ELEMENTARY
SECONDARY
IRREGULAR
IS COMPENSATORY EDUCATION AFFECTING THIS AREA?
YES
NO
TO A
IS COMPENSATORY EDUCATION AFFECTING THIS AREA?
YES
NO
TO A
IS COMPENSATORY EDUCATION AFFECTING THIS AREA?
YES
NO
TO A
TO B
B
HOW DO YOU JUDGE THE EFFECTIVENESS OF THE COMPENSATORY EDUCATION PROGRAM?
FORMAL PROGRAM EVALUATION MECHANISM
IMPACT ON PEOPLE IN THE PROGRAM
OTHER MEANS (SPECIFY)
WHAT ARE NONACADEMIC EFFECTS OF COMPENSATORY EDUCATION PROGRAM?
INTERFACE WITH COMMUNITY SERVICE PROVIDED BY SCHOOL
PREPARE STUDENTS FOR ENTRY INTO SOCIAL SYSTEM
OTHER EFFECTS (SPECIFY)
A
RECOMMENDATIONS FOR CHANGE IN THE COMPENSATORY EDUCATION PROGRAM.
SCOPE & CONTENT ELEMENTARY SECONDARY IRREGULAR
EVALUATION MECHANISMS
INTERFACE CONSIDERATIONS (OTHER SCHOOL PROGRAMS AND COMMUNITY)
IMPACT OF SINGLE COMPONENTS OF IMPROVED COMPENSATORY EDUCATION PROGRAM ON SPECIFIC ELEMENTS OF TRIGGER EVENT DESCRIBED IN BLOCK 3.
END

Fig. 2-1 Project SEAR Task Force Data Record (TDR)

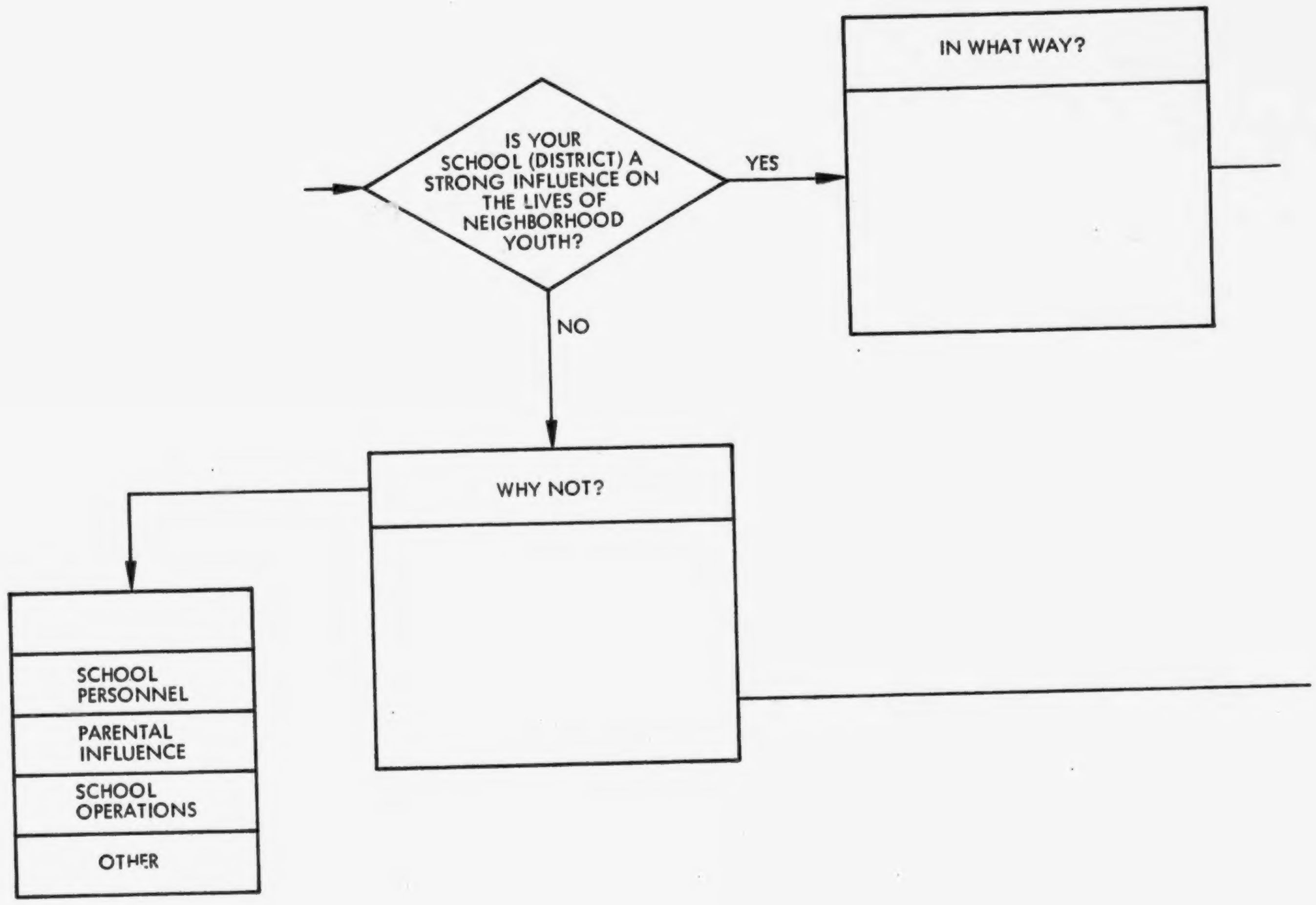
2.1.1 Task Force Data Record (TDR)

Trigger Events


DESCRIBE AN EVENT WHICH WOULD TRIGGER AN INCIDENT IN OTHER AREAS BUT WOULD NOT AFFECT YOURS.
WHAT ARE THE MOST IMPORTANT ELEMENTS OF EVENT 1 THAT ARE NOT PART OF EVENT 2?
DESCRIBE A TRIGGER EVENT THAT COULD TAKE PLACE IN YOUR AREA.
START

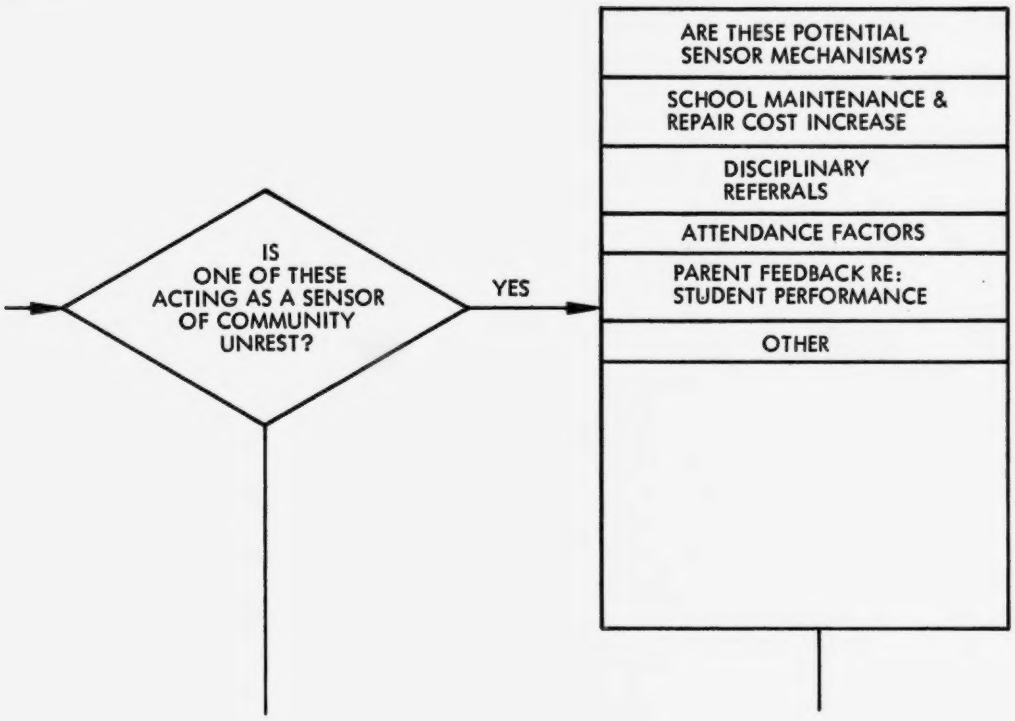
The purpose of the first three question boxes of the TDR was to establish the tension elements that are unique to the neighborhood in which the interviewee's school is located. This was accomplished by first eliciting a trigger event that could occur in the interviewee's neighborhood. Trigger events could include anything ranging from a minor schoolyard disturbance to a major civil disorder. The interviewee was free to select any event within this range. After describing a local potential event, he was asked to describe one that could occur in another area but probably would not occur in his own neighborhood. Finally, he was asked to describe the elements unique to his own neighborhood event. This internal analytical activity was the keystone of the entire interview.

Influence of School on Youth


IS YOUR SCHOOL (DISTRICT) A STRONG INFLUENCE ON THE LIVES OF NEIGHBORHOOD YOUTH?
YES
IN WHAT WAY?
NO
WHY NOT?
SCHOOL PERSONNEL
PARENTAL INFLUENCE
SCHOOL OPERATIONS
OTHER

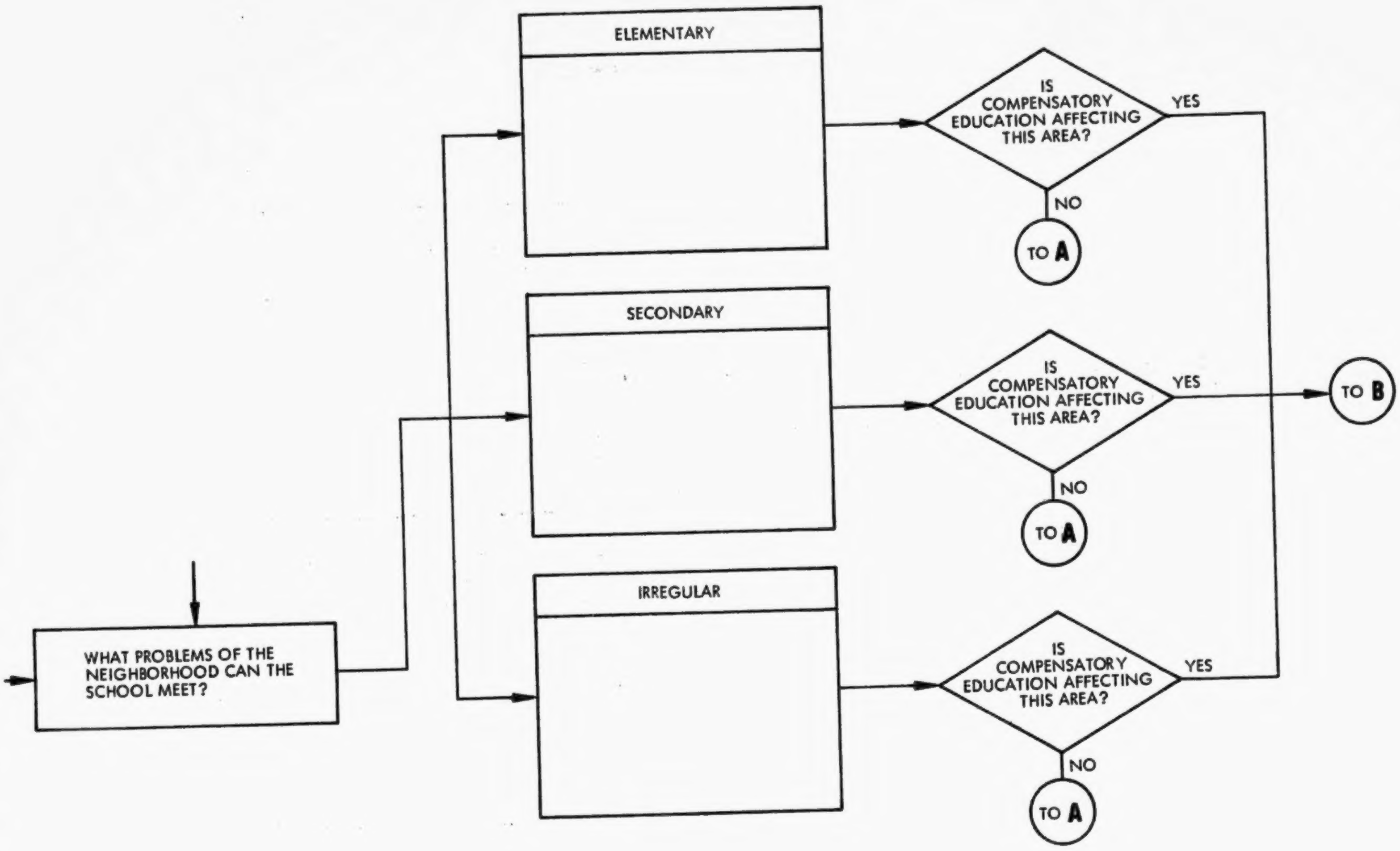
This decision diamond and adjoining question blocks serve as a transition from the neighborhood scene to the more restricted environment of the school. Within the framework established by the trigger events, the interviewee was required to determine whether or not the school is influencing the youth of that neighborhood.

Sensors of Unrest


IS ONE OF THESE ACTING AS A SENSOR OF COMMUNITY UNREST?
YES
ARE THESE POTENTIAL SENSOR MECHANISMS?
SCHOOL MAINTENANCE & REPAIR COST INCREASE
DISCIPLINARY REFERRALS
ATTENDANCE FACTORS
PARENT FEEDBACK RE: STUDENT PERFORMANCE
OTHER

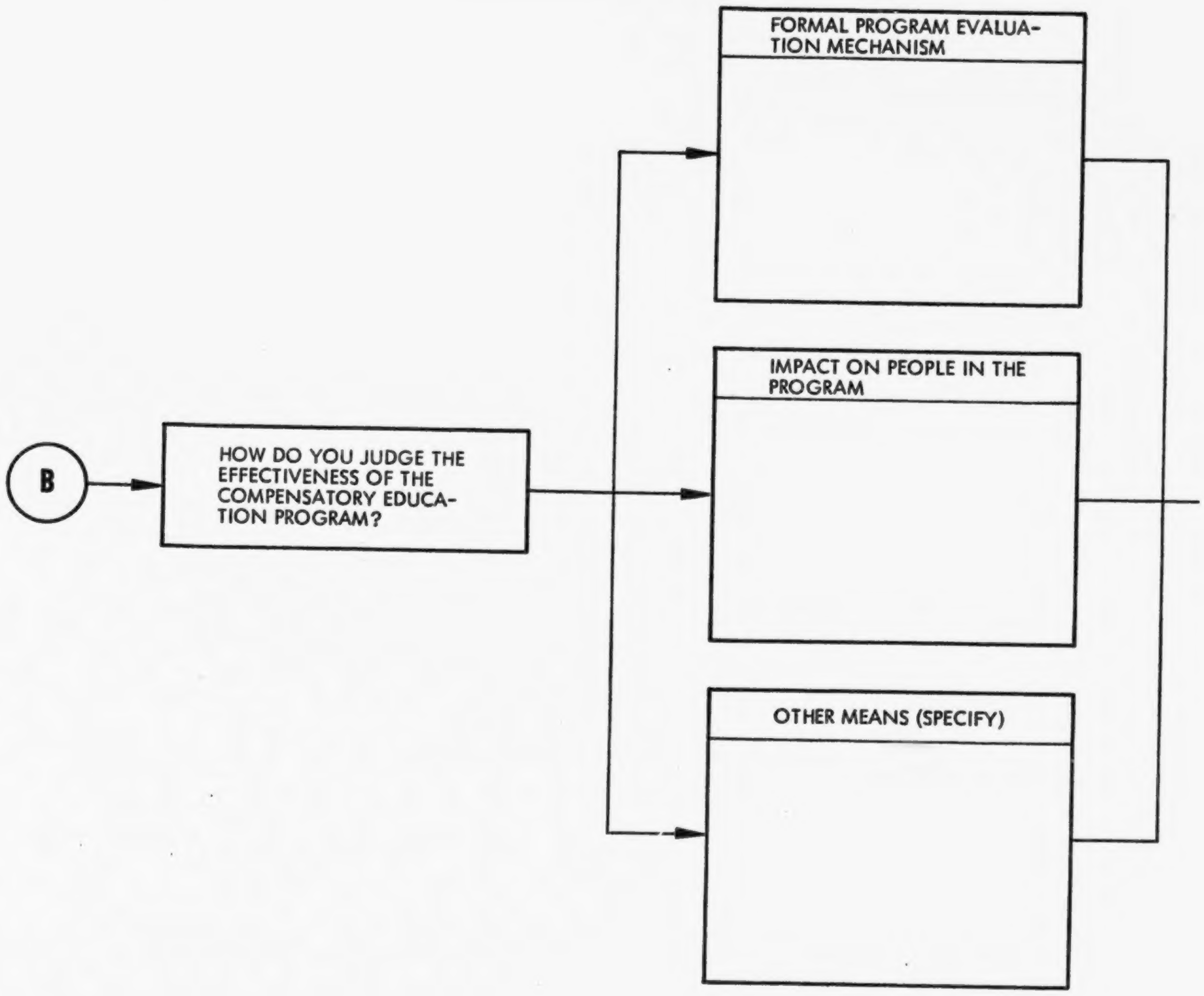
After having considered the first relationship between the school and the neighborhood, the interviewee was asked to consider a second potential relationship, i.e., whether or not activities in the school serve as sensors or indicators of unrest in the neighborhood as a whole. The question block contains certain suggested sensors with provision for addition of any other sensors the interviewee may care to indicate.

Neighborhood Problems


ELEMENTARY
SECONDARY
IRREGULAR
WHAT PROBLEMS OF THE NEIGHBORHOOD CAN THE SCHOOL MEET?
IS COMPENSATORY EDUCATION AFFECTING THIS AREA?
YES
NO
TO A
IS COMPENSATORY EDUCATION AFFECTING THIS AREA?
YES
NO
TO A
TO B
IS COMPENSATORY EDUCATION AFFECTING THIS AREA?
YES
NO
TO A

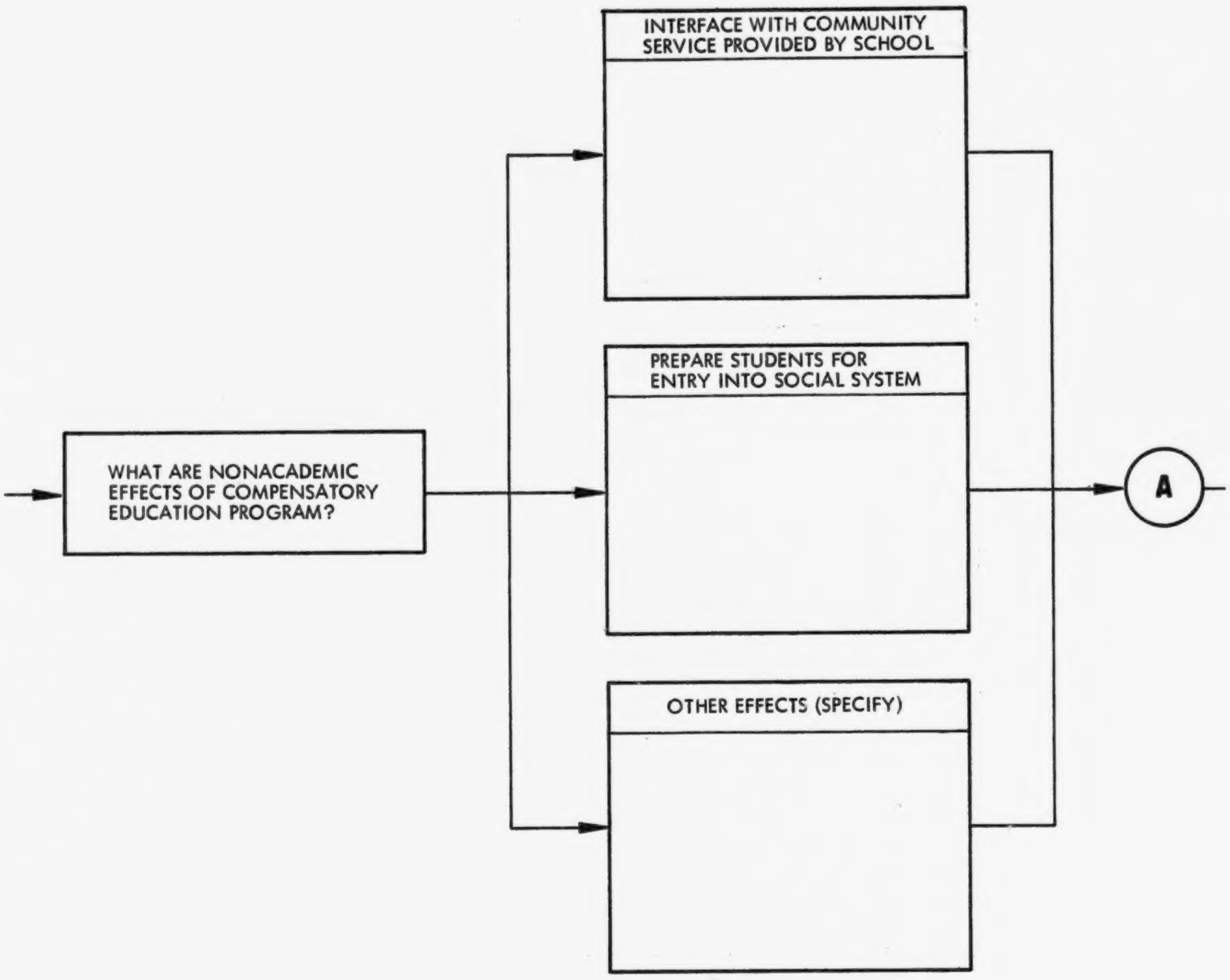
The series of question blocks and decisions in this area was designed to focus the interviewee specifically on the problems of the neighborhood as they relate to the potential capabilities of the school environment. From the tension elements he has identified, the interviewee must filter those elements which the school can do, or has already done, something about. Certain tension elements are not within the sphere of influence of the school and were not included in this set of questions. Other elements or problems can be considered within school programs and alleviated. Finally, the interviewee was asked whether or not Compensatory Education has already had any impact on the identified problems.

Effectiveness Measures


B
HOW DO YOU JUDGE THE EFFECTIVENESS OF THE COMPENSATORY EDUCATION PROGRAM?
FORMAL PROGRAM EVALUATION MECHANISM
IMPACT ON PEOPLE IN THE PROGRAM
OTHER MEANS (SPECIFY)

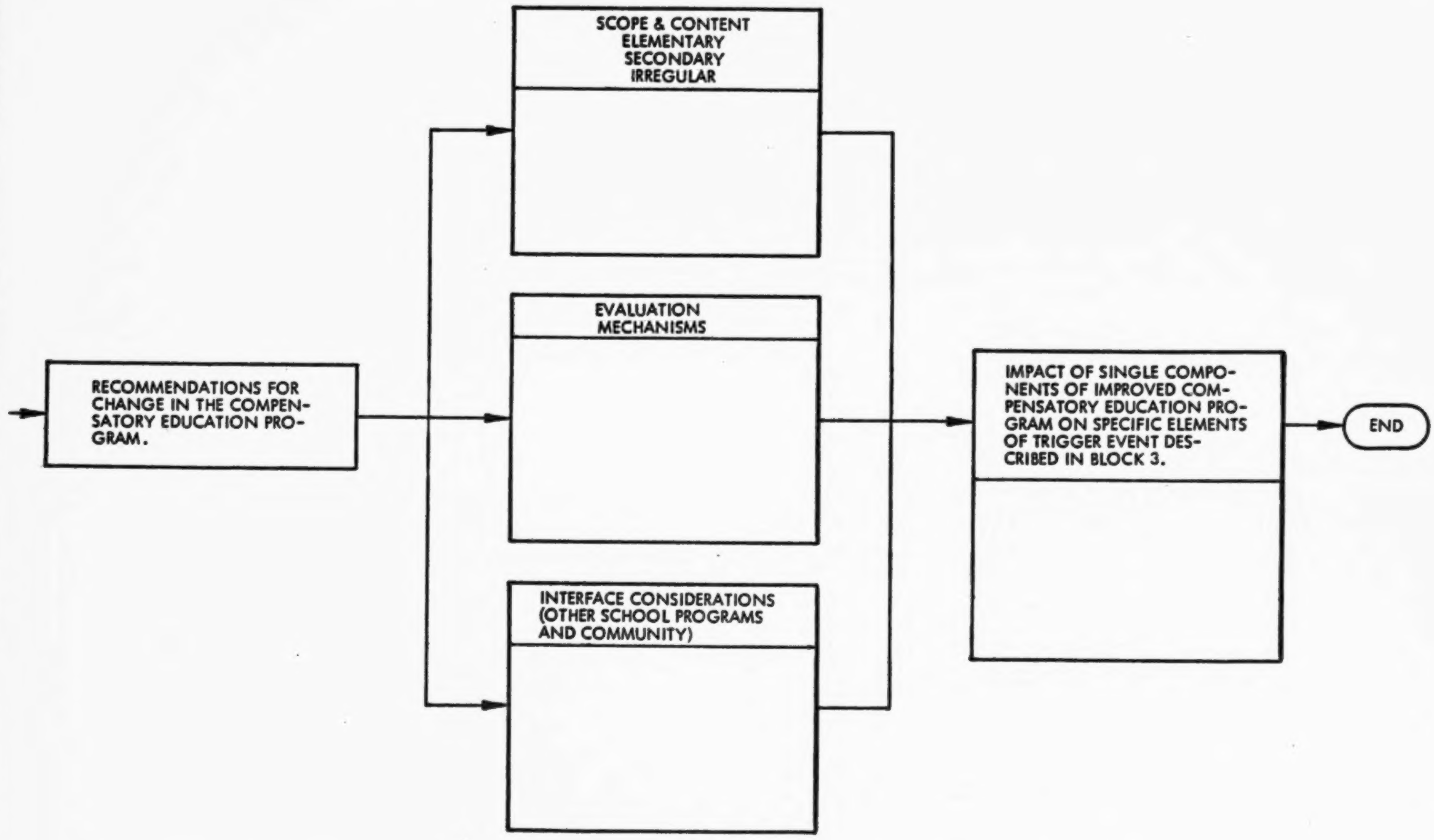
The questions dealing with effectiveness of Compensatory Education and nonacademic effects were designed to be answered by interviewees who had indicated that Compensatory Education was impacting on the problems of the neighborhood. The intent of the question on effectiveness was not to determine whether the present evaluation program within Compensatory Education is adequate. Rather, the intent was to elicit from the interviewee the evaluation techniques he personally uses in assessing the effectiveness of Compensatory Education. Since this interview was not concerned with the formal school achievement aspects of Compensatory Education, it was hoped that this question would elicit some of the considerations relating to non-quantifiable aspects of the program as it affects people.

Nonacademic Benefits


WHAT ARE NONACADEMIC EFFECTS OF COMPENSATORY EDUCATION PROGRAM?
INTERFACE WITH COMMUNITY SERVICE PROVIDED BY SCHOOL
PREPARE STUDENTS FOR ENTRY INTO SOCIAL SYSTEM
OTHER EFFECTS (SPECIFY)
A

This question block continues the exploration of the relationship of Compensatory Education to nonacademic activities and benefits.

Recommended Program Changes/Impact on Tension Elements


RECOMMENDATIONS FOR CHANGE IN THE COMPENSATORY EDUCATION PROGRAM.
SCOPE & CONTENT
ELEMENTARY
SECONDARY
IRREGULAR
EVALUATION MECHANISMS
INTERFACE CONSIDERATIONS (OTHER SCHOOL PROGRAMS AND COMMUNITY)
IMPACT OF SINGLE COMPONENTS OF IMPROVED COMPENSATORY EDUCATION PROGRAM ON SPECIFIC ELEMENTS OF TRIGGER EVENT DESCRIBED IN BLOCK 3.
END

The final set of question blocks was designed to elicit recommendations for changes in the Compensatory Education program. These questions required that the interviewee relate his recommendation back to the tension elements and problems of the neighborhood in which he is presently working. Too often recommendations for change in an ongoing program are made without realistic consideration of the problems the changes are designed to meet. This forced consideration of problems is illustrative of the strength of the function flow technique as applied to the collection of field data.

2.1.2 Data Reduction

The basic approach used in analyzing the data obtained with the TDRs was the computation of the frequency of categories of content response to the various questions. The content categories used in analyzing the data were established on an inductive basis from the nature of the responses elicited from the interviewees. The specific categories and the results obtained are discussed in subsequent sections of this report.

The results obtained are based upon a total of 223 interviewees. Because of the confidentiality of the responses, no breakdown is possible as to their source. It should be pointed out that although the total number of interviewees is 223, the number of responses in any category may vary from this figure. There are two reasons for this variance. First, in most categories it is possible for the interviewee to make multiple responses; in fact, multiple responses were encouraged throughout the procedure. Second, because of the design of the TDR, certain flow paths eliminated responses by certain interviewees. For example, if an interviewee indicated that Compensatory Education was not affecting neighborhood problems, then he did not answer the questions pertaining to the effectiveness or nonacademic benefits of Compensatory Education. Because of the above considerations, each content category in Section 4 of the report should be interpreted in terms of the total number of responses for the category rather than the total number of interviewees. Some incomplete booklets were obtained as a result of the process. These incomplete booklets have been included in the analysis of the data to maximize the size of the data base.

To assure reliability of coding into the various content categories, a single analyst was assigned to each content area. The content areas for these assignments are the same as those used in the discussion of the TDR contained in Subsection 2.1.1.

2.2 SELECTED TDR EXAMPLES

Section 4 contains a detailed discussion of Project SEAR findings. Reprints of two responses received from different geographical areas appear on Exhibit pages E-11 and E-27. Study of the responses at this time should provide fuller understanding of their nature.

STATUS AND REPORTING

Section 3

STATUS AND REPORTING

The nature of Project SEAR Task Force activities was such that a place was needed for timely reporting and recording of survey progress and findings. Accordingly, the Project SEAR Status Center was established at the Office of Compensatory Education headquarters in Sacramento to provide a central location for:

- Task force training and follow-up discussions
- Interviewer daily progress reporting
- Interviewee response data reduction and analysis
- Management review and visitor orientation

The Status Center functioned as the hub of SEAR activities. Every effort was made to post data received from interviewers daily, as soon as it was received and analyzed.

While the Status Center concept and method of operation has possibilities for wider use in Compensatory Education activities, it is not the purpose here to discuss those applications. Rather, this section is limited to familiarizing the reader with how the room was set up, its utility, and its effect.

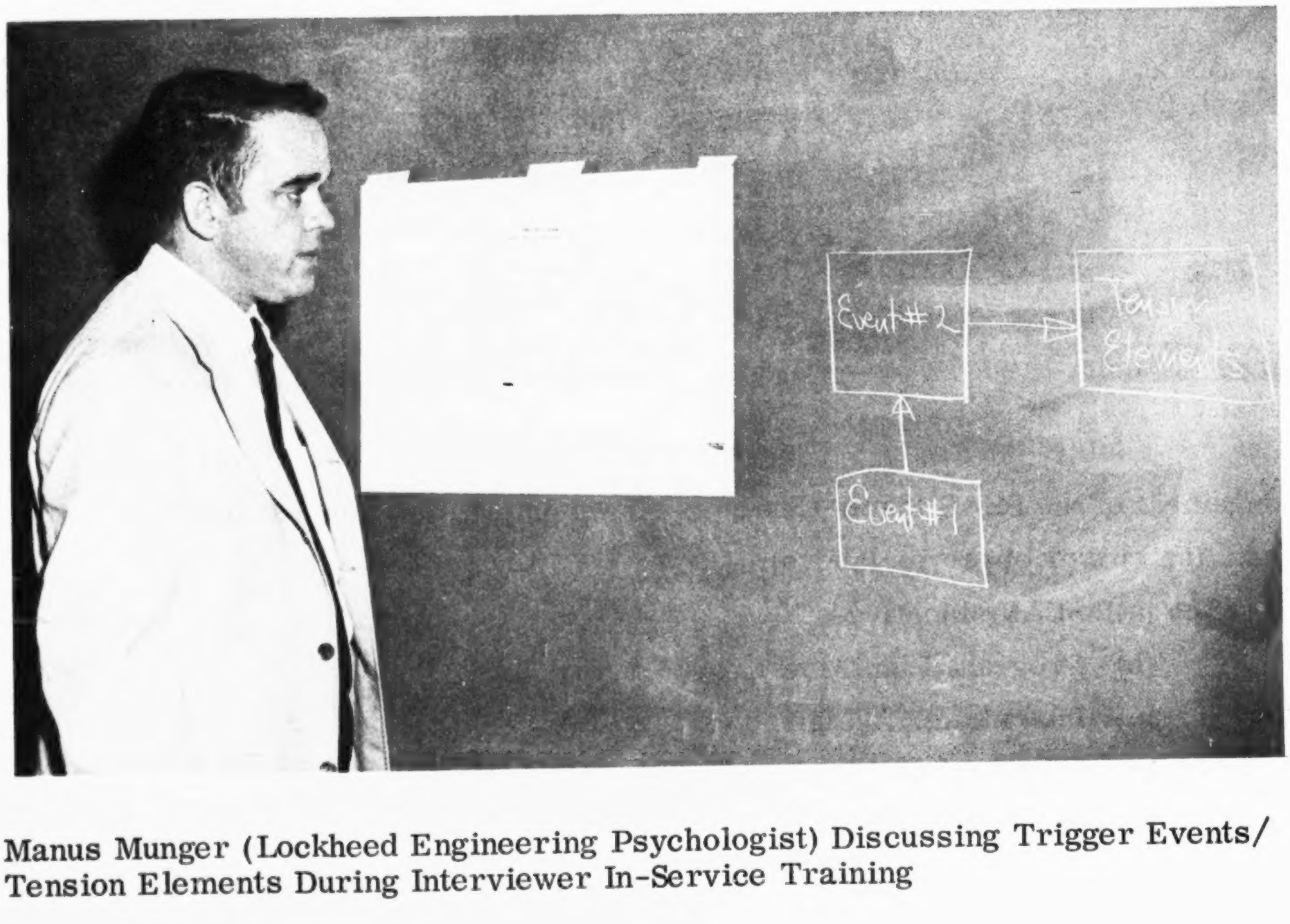
This portion of the report, departing from the format used throughout the other section, makes abundant use of visual displays depicting the Status Center environment. If the reader will assume that he is visiting the Status Center, the following sequence of pictures will serve as a visually guided tour.

PROJECT SEAR
SYSTEMS DESIGN

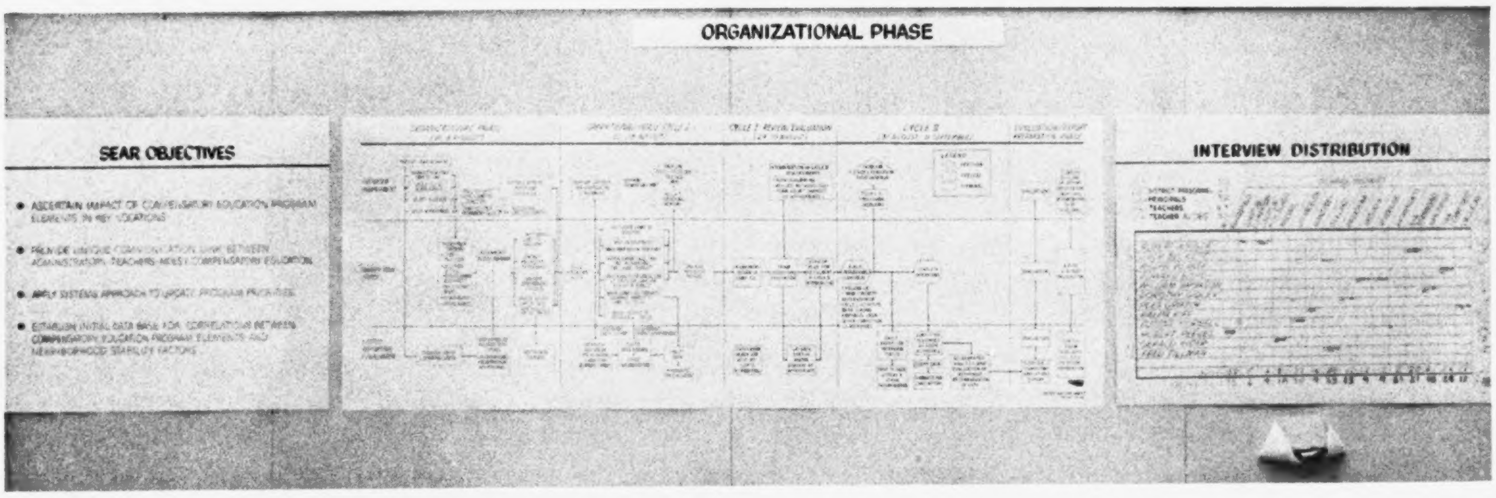
Rudolph C. Flothow (Program Manager, Lockheed Information Systems) with Wilson C. Riles (Director, Office of Compensatory Education) at the Status Center Systems Design Display

ORGANIZATIONAL PHASE
EVALUATION/REPORT PREPARATION PHASE

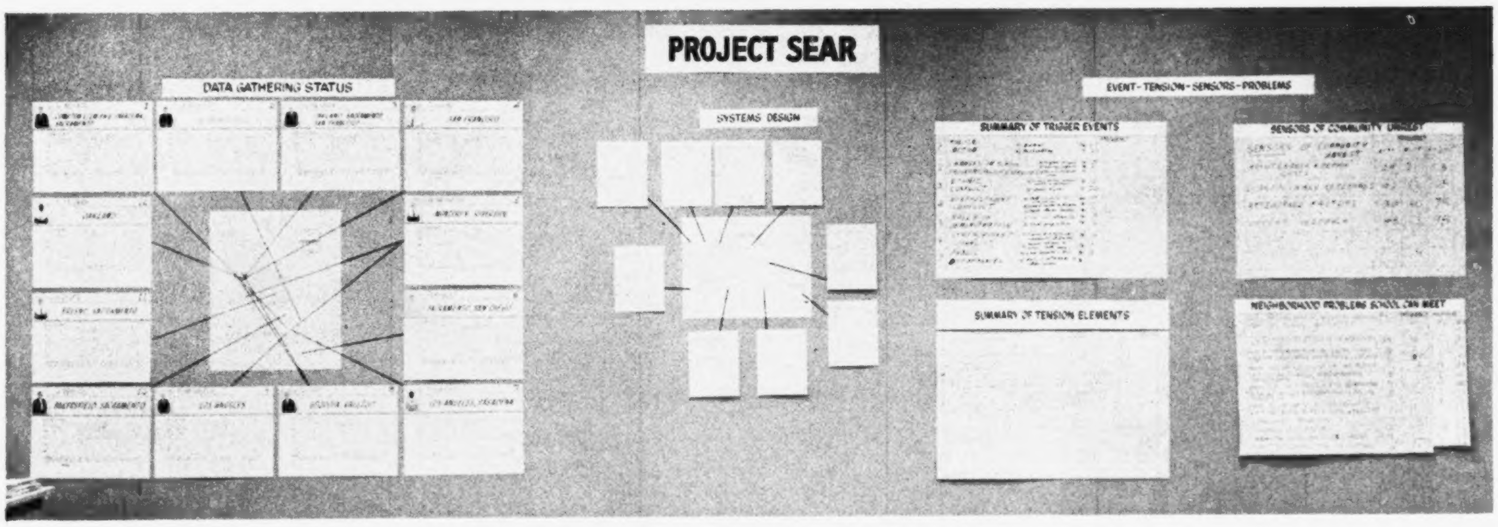
Project Leaders William DeHart (Lockheed) and Milton Babitz (Compensatory Education) at SEAR Program Plan Display


Event #2
Tension Elements
Event #1

Manus Munger (Lockheed Engineering Psychologist) Discussing Trigger Events/ Tension Elements During Interviewer In-Service Training


ORGANIZATIONAL PHASE
SEAR OBJECTIVES
INTERVIEW DISTRIBUTION

(a) (b) (c)


PROJECT SEAR
DATA GATHERING STATUS
SYSTEMS DESIGN
EVENT-TENSION-SENSORS-PROBLEMS
SUMMARY OF TRIGGER EVENTS
SENSORS OF COMMUNITY UNREST
SUMMARY OF TENSION ELEMENTS
NEIGHBORHOOD PROBLEMS SCHOOL CAN MEET

(c) (d) (e)

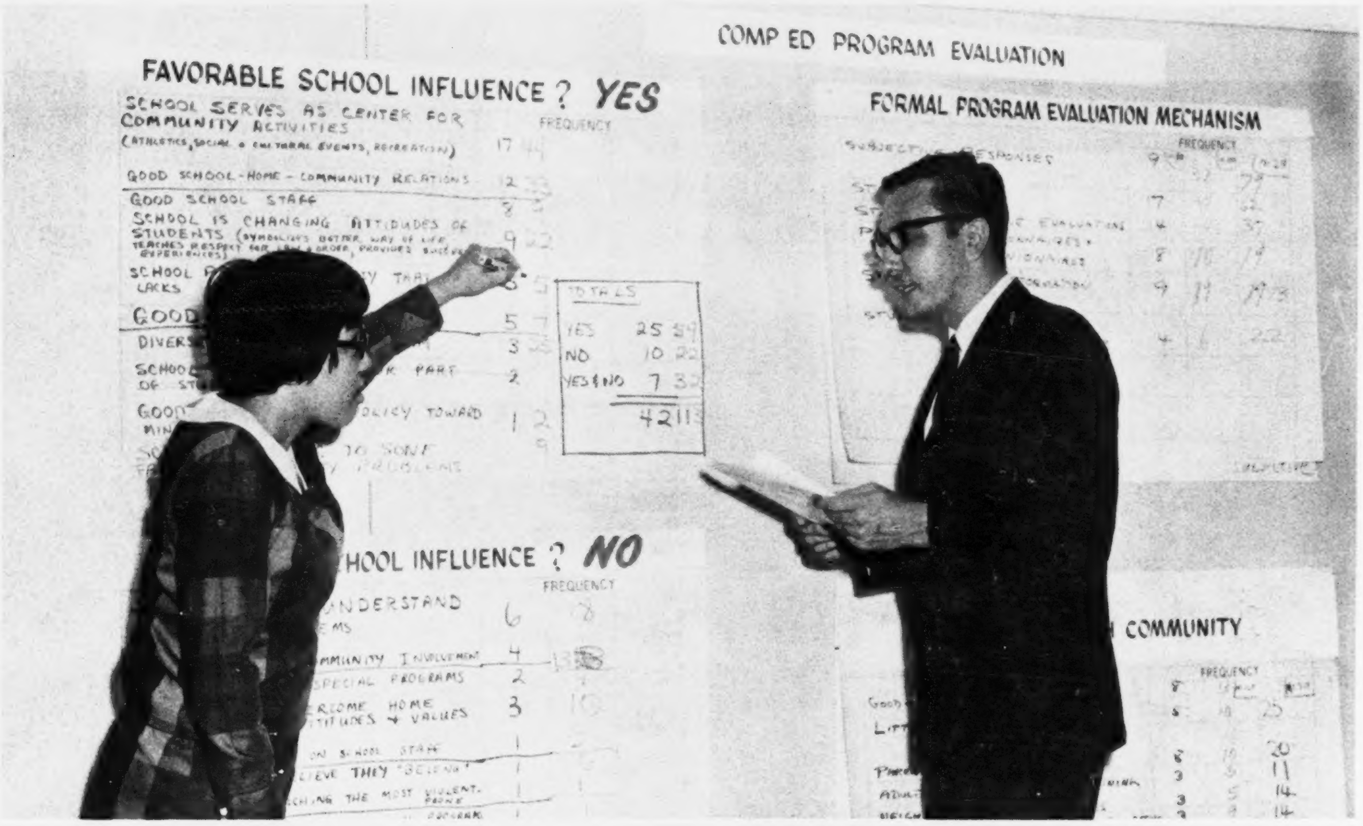
Arrangement of the SEAR Status Center is shown on this and the next page. From left to right the viewer observes (above):

(a) SEAR objectives
(b) Program Plan Flow Chart
(c) Interviewer Assignments
(d) Systems Design
(e) Findings

The Project SEAR staff is shown in consultation on the next page. The recommendations display is shown on page 3-6.

PROJECT SEAR
DATA GATHERING STATUS
SYSTEMS DESIGN
EVENT-TENSION-SENSORS-PROBLEMS
SUMMARY OF TRIGGER EVENTS
SUMMARY OF TENSION ELEMENTS

GATHERING STATUS
EVENT-TENSION-SENSORS-PROBLEMS
SYSTEMS DESIGN
SUMMARY OF TRIGGER EVENTS
SENSORS OF COMMUNITY
SAN FRANCISCO
SACRAMENTO
SUMMARY OF TENSION ELEMENTS
NEIGHBORHOOD PROBLEMS SCHOOL


COMP ED PROGRAM EVALUATION
FAVORABLE SCHOOL INFLUENCE ? YES
FORMAL PROGRAM EVALUATION MECHANISM
SCHOOL INFLUENCE ? NO
COMMUNITY

Pat Mar (Compensatory Education) and Vern Plaskett (Lockheed) Discuss Influence of School on Neighborhood Youth

RECOMMENDATIONS
RECOMMENDATIONS FOR CHANGE IN THE COMPENSATORY EDUCATION PRO
IMPACT OF RECOMMENDATIONS ON NEIGHBORHOOD PROBLEMS
FREQUENCY
PROGRAMMING RECOMMENDATIONS
FREQUENCY

Ernest Lehr (Compensatory Education) Giving Preliminary Review of Interviewee Recommendations

PHASE ONE: FINDINGS

Section 4

PHASE ONE: FINDINGS

This section contains the findings of Project SEAR with respect to:

- Trigger events and tension elements
- School influence on neighborhood youth
- Sensors of community unrest
- Neighborhood problems the school can meet
- Effectiveness measures in Compensatory Education programs
- Nonacademic benefits of Compensatory Education
- Interviewee recommendations for changes in Compensatory Education programs
- Impact of recommended changes on trigger events/tension elements

It will be noted that these categories of findings represent the principal sections of the TDR systems design format (Fig. 4-1) discussed in detail in Section 2. The reader will sense repetition of data elements throughout each of the following sections. This suggests an internal consistency and integrity of interviewee response. Trigger events and tension elements clearly relate to neighborhood problems. The school likewise relates to these problems and most definitely influences the youth residing in the poverty neighborhoods of urban areas. This is where Compensatory Education is at work and where significant correlation can and should be expected between program performance, recommended changes to the program, and the social environment.

The results (frequencies) obtained are based on a total of 223 responses. The number of responses in any category may vary from this figure because in some parts of the TDR (1) the interviewee was permitted to record multiple responses and (2) certain flow paths eliminated responses from certain interviewees. Subsection 2.1.2 explained the data reduction function and ground rules in greater detail.

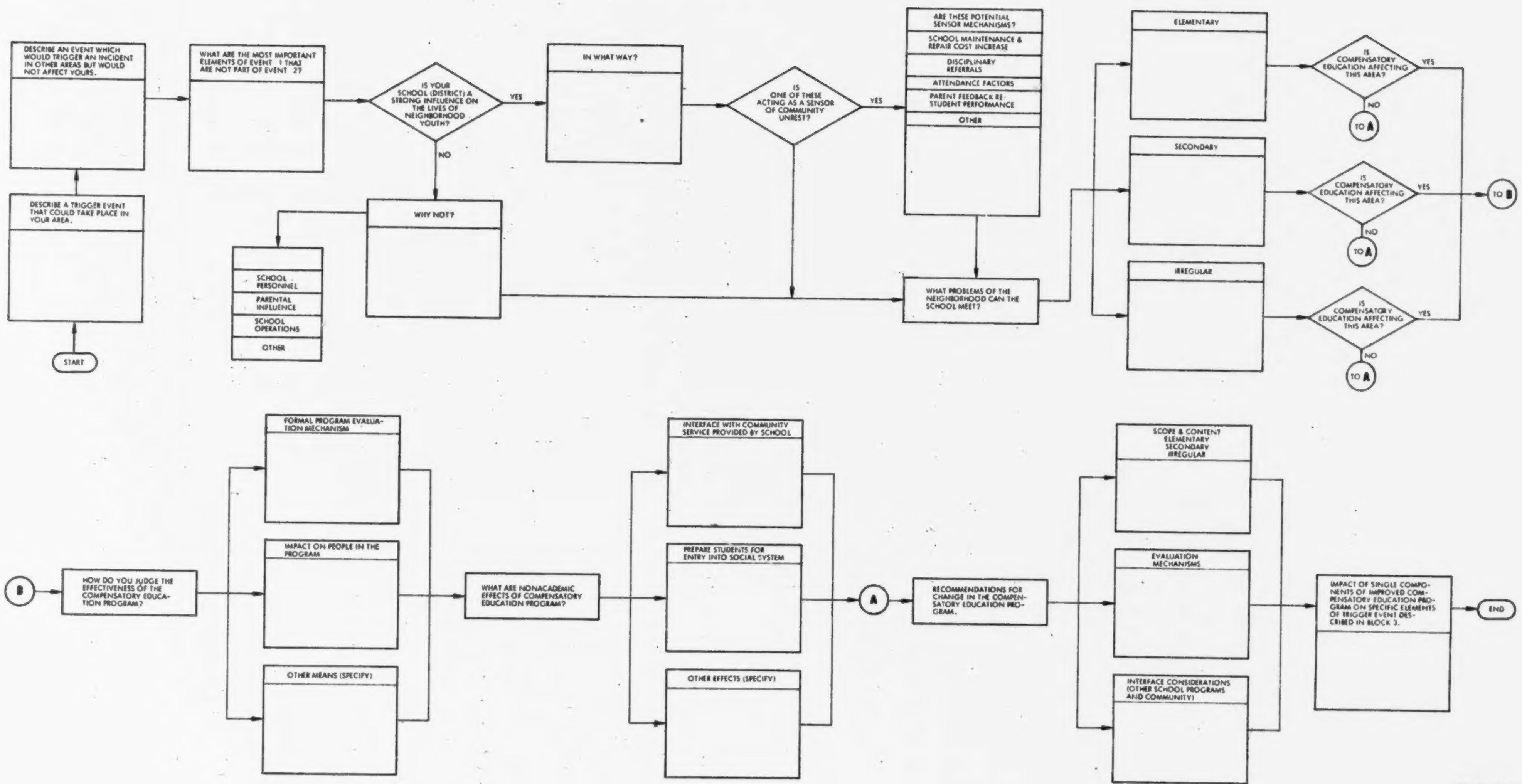
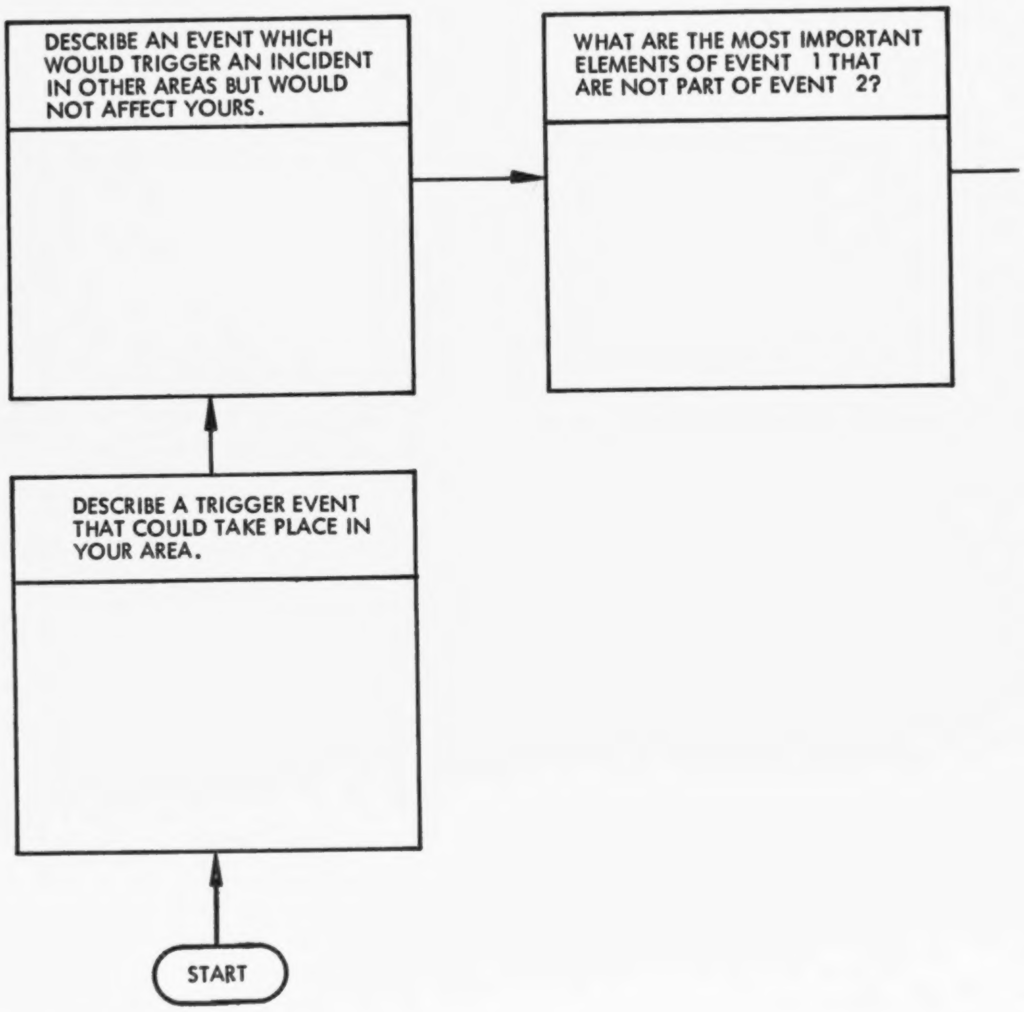

START
DESCRIBE A TRIGGER EVENT THAT COULD TAKE PLACE IN YOUR AREA.
DESCRIBE AN EVENT WHICH WOULD TRIGGER AN INCIDENT IN OTHER AREAS BUT WOULD NOT AFFECT YOURS.
WHAT ARE THE MOST IMPORTANT ELEMENTS OF EVENT 1 THAT ARE NOT PART OF EVENT 2?
IS YOUR SCHOOL (DISTRICT) A STRONG INFLUENCE ON THE LIVES OF NEIGHBORHOOD YOUTH?
YES
NO
WHY NOT?
SCHOOL PERSONNEL
PARENTAL INFLUENCE
SCHOOL OPERATIONS
OTHER
IN WHAT WAY?
IS ONE OF THESE ACTING AS A SENSOR OF COMMUNITY UNREST?
YES
ARE THESE POTENTIAL SENSOR MECHANISMS?
SCHOOL MAINTENANCE & REPAIR COST INCREASE
DISCIPLINARY REFERRALS
ATTENDANCE FACTORS
PARENT FEEDBACK RE: STUDENT PERFORMANCE
OTHER
WHAT PROBLEMS OF THE NEIGHBORHOOD CAN THE SCHOOL MEET?
ELEMENTARY
SECONDARY
IRREGULAR
IS COMPENSATORY EDUCATION AFFECTING THIS AREA?
YES
NO
TO A
IS COMPENSATORY EDUCATION AFFECTING THIS AREA?
YES
NO
TO A
IS COMPENSATORY EDUCATION AFFECTING THIS AREA?
YES
NO
TO A
TO B
B
HOW DO YOU JUDGE THE EFFECTIVENESS OF THE COMPENSATORY EDUCATION PROGRAM?
FORMAL PROGRAM EVALUATION MECHANISM
IMPACT ON PEOPLE IN THE PROGRAM
OTHER MEANS (SPECIFY)
WHAT ARE NONACADEMIC EFFECTS OF COMPENSATORY EDUCATION PROGRAM?
INTERFACE WITH COMMUNITY SERVICE PROVIDED BY SCHOOL
PREPARE STUDENTS FOR ENTRY INTO SOCIAL SYSTEM
OTHER EFFECTS (SPECIFY)
A
RECOMMENDATIONS FOR CHANGE IN THE COMPENSATORY EDUCATION PROGRAM.
SCOPE & CONTENT ELEMENTARY SECONDARY IRREGULAR
EVALUATION MECHANISMS
INTERFACE CONSIDERATIONS (OTHER SCHOOL PROGRAMS AND COMMUNITY)
IMPACT OF SINGLE COMPONENTS OF IMPROVED COMPENSATORY EDUCATION PROGRAM ON SPECIFIC ELEMENTS OF TRIGGER EVENT DESCRIBED IN BLOCK 3.
END

Fig. 4-1 Project SEAR Task Force Data Record (TDR)

4.1 TRIGGER EVENTS AND TENSION ELEMENTS

The design of the TDR was intended to elicit statements of opinion regarding the actions of individuals and groups (trigger events) which lead to the larger, uncontrollable events characterizing riotous incidents in urban areas. To reveal the causal factors, i.e., the underlying conditions and forces interacting to culminate in a trigger event, the interviewee was led through two statements of events and then asked to analyze the first stated event in terms of its most important elements. Since the statement of the second event was intended only as a thought-provoking and crystalizing factor, it will not be considered in the analysis.


DESCRIBE AN EVENT WHICH WOULD TRIGGER AN INCIDENT IN OTHER AREAS BUT WOULD NOT AFFECT YOURS.
WHAT ARE THE MOST IMPORTANT ELEMENTS OF EVENT 1 THAT ARE NOT PART OF EVENT 2?
DESCRIBE A TRIGGER EVENT THAT COULD TAKE PLACE IN YOUR AREA.
START

4.1.1 Trigger Events

The trigger events shown in Table 4-1 are displayed in groups reflecting the highest frequency of mention from top to bottom. Exhibit page E-4 displays these events

Table 4-1

TRIGGER EVENTS

	Frequency
Police Action	
Normal	27
Mishandling	24
Student/Student Conflict	
Between ethnic groups	28
Student vs. nonenrolled youth	10
In same ethnic group	5
Staff/Student Conflict	
Staff expression of prejudice	22
Student rebellion against discipline	15
Student physical attack on teacher	3
Change in School Programs and Procedures	
Program cutback or cancellation	19
Drastic change action	11
Bussing complaints	7
Staff/Parent Conflict	
Claims of prejudicial treatment	13
Parent reaction to school inefficiency	10
Minority Group Demonstrations	
Undesired intrusion by militant group	17
Local group/community concern	13
Non-Student Ethnic Conflict	
Unequal school services	11
Spontaneous in-school gathering	5
Public Disturbances	
Local unlawful action	8
News of riot in other areas	6
Other	
Any large crowd	11
Attack against school property	5
Reaction to ongoing school services	5

in greater detail on an ungrouped basis. Clarifying statements on some of the more significant findings include the following:

- Police Action. The common reply included comments of racial overtones, the arrest of a Negro during a White/Negro scuffle, for example. It is pertinent that "normal" action was more apt to cause problems than mishandling, which may mean only that the difference between "normal" and "abnormal" police behavior is unimportant in a high tension situation.
- Student/Student Conflict. The inter-ethnic conflict is clearly shown here and the detailed comments gave no pervading issue; the students will fight over anything. The implication of these events is critical, however, when one considers the role of the school in providing a "model of society" for students. If the model contains such examples of open racial conflict, the adult version of society can expect more of the same. The presence of non-student youths on campus was uniformly listed as a problem. No responses indicated the existence of procedures for taking advantage of the positive aspects of the return of a dropout to the campus.
- Staff/Student Conflict. A significant answer was the high-frequency mention of staff prejudicial action. In most instances, the action took place during a fit of temper or other loss of control, and included physical as well as verbal abuse of the students.
- Change in School Programs and Procedures. In an era where so many resources are being directed toward the implementation of innovation and change, this finding is significant. The replies did not, however, censure program objectives or content. They were directed at the elements of ineffective administration and unfortunate publicity which build unrealistic expectations in the community. Complaints regarding bussing for purposes of integration were largely from one district, thus they may or may not be a matter of general concern.
- Staff/Parent Conflict. Elements in the two previous groupings impacted the staff/parent relationship also. A pure frequency analysis would lead to the statement that instances of prejudicial treatment by school staff are more real than imagined. School inefficiency refers to the school's educational

program and the comments implied that parents are becoming more capable of measuring the school's performance and more ready to report on it.

- Minority Group Demonstrations. The existence and high activity of local minority groups has apparently made it easier for militant influences to find a point of entry for their activities in the community. No reply indicated that a local group had managed to eject the unwelcome intruders before trouble started.
- Non-Student Ethnic Conflict. The racial disturbances centering on school problems are concerned more with unequal treatment by the schools than any other single factor.
- Public Disturbances. Unlawful group action is apparently not a high-frequency trigger event. The transmission of news concerning outbreaks in other areas can be a trigger event if local conditions are near-critical when the news is received.
- Other. Student or group attack against school property is most often an attack against the institution as opposed to personnel or programs. The school service most often objected to was the cafeteria.

4.1.2 Tension Elements

The interviewees identified a spectrum of conditions which underly the trigger actions previously identified. Table 4-2 categorizes the tension elements according to the directness with which school action could impact a given element. Exhibit page E-5 displays tension elements in greater detail on an upgrouped basis.

Within School Sphere of Influence

- Disappointment with Educational Program. The common expression was concern about student under-achievement, usually as measured by standardized tests or by comparing individual performance against class or school norms. Parents expect special programs to produce immediate scholastic results.
- Inadequate Personnel with Special Training. Most often mentioned as a specific was the placement of an inexperienced teacher in a "tough" class

Table 4-2

TENSION ELEMENTS

	Frequency
Totally Within School Sphere of Influence	
Disappointment with educational program	14
Inadequate personnel with special training	14
Discontinuity in school policy	13
Disappointment with noneducational services	12
Inconsistent Federal/State funded programs	10
Ineffective disciplinary procedures	4
Impedence in staff/student interaction	2
School Shares Sphere of Influence with Community	
Lack of communication and organizational interface between school/community	27
Overt expressions of prejudice	22
School involvement with police action	13
Disrespect for law and authority	11
De facto segregation	10
Deterioration of ethnic-group self-image	9
Impedance in parent/teacher interaction	7
Formation of gangs	4
Formation of large crowds	3
Outside of School Sphere of Influence*	
Impacted poverty conditions	31
Perceived mishandling by police of minority groups	22
Group pressure feelings and emergence of group leaders	17
Ethnic group competition for social progress	16
Mobile militant groups — inciting influence	10
Minority feels majority not responsive to needs	9
News coverage	9
Racially tense and hostile environment	7
Weakness in family structure	3
White backlash	1

---

*In later sections of the TDR, interviewees indicated varying judgments concerning the ability of the school to influence various community problems.

which often caused loss of classroom and then self-control. Often complaints had to do with nonrecognition of special educational problems or, when problems were diagnosed, the lack of specialists to treat them.

- Disappointment with Noneducational Services. Although individual comments tend to reflect almost trivial considerations (bus service, cafeteria, etc.) the degree of concern indicates that the cumulative impact of small failures here can cause serious problems. The statement, "We're just getting things now that were promised years ago," is typical of the attitudes toward updating of ghetto schools.
- Discontinuity in School Policy. Several mentions were made of the existence of two standards of discipline for minority and majority groups. In other cases, abrupt changes in policy and procedure were interpreted as willful persecution of minority groups. Individual schools sometimes interpret district policy differently depending on their student population mix.
- Inconsistent Federal/State Funded Programs. Although these programs may not be under the actual control of school districts, the community thinks they are. School board refusal to participate in a federal aid program (regardless of reasons) is a particular sore point. Delays and confusion in administering programs (particularly the highly visible ones like OEO's Headstart) cast aspersions on school efficiency, even when they are not Compensatory Education, or school programs at all.

Responsibility Shared by School and Community

- Lack of Communication. The overriding indicator was the cry for increased, more effective communication between school and community. The lack of visibility into the school program and the accompanying gap in understanding the needs of the community is so great that it is difficult to assess the damage caused by it or the requirements for correcting the situation. It is clear that formalized mechanisms (such as the Compensatory Education Advisory Boards) are good; however, much more is required. The ad hoc groups that accomplish the communications function in times of stress are characterized by more heat than light and often add to the tension or even enact the trigger event themselves.

- Overt Expressions of Prejudice. The frequent mentions of overt expressions of prejudice again underscore the requirement for additional training (particularly sensitivity training) on the part of school and community personnel working in critical areas. The related finding of disrespect for law and authority would benefit from mutual training of teachers, students, and safety officers. Such training, plus careful observance of procedures, might also lessen the effect of police action on the school grounds.
- Self-Image. The categories of deterioration of ethnic group self-image and de facto segregation should be coupled. The constant demonstration of ethnic differences and the physical separation of ethnic groups was highlighted in one response which told of the severity of problems in a school located in a primarily Caucasian area but with a 90 percent minority-group student population. In another instance, temporary bussing (for administrative reasons) of a small group of minority group students to an all-white school resulted in the minority group becoming a behavorial problem soon after.
- Impedance in Parent/Teacher Interaction. The most common hindrance is the lack of insight on the part of the teachers into the cultural/ethnic background of the parent. Unfortunately, most of the parent/teacher confrontations are made in already tense situations related to student behavior or academic performance. A formalized mechanism for establishing this interaction in neutral circumstances should remove much of this impedance.

Outside of School Area of Influence

This term refers to influence "in the short run" since the school should and does influence all sectors of the community through the actions of its former students:

- Impacted Poverty Conditions. This single most-often-mentioned factor was not unexpected. Some comments emphasized the impersonal, massive forces at work which gradually raise frustration levels until trouble starts for almost any reason. Poverty programs which promise much but deliver little in terms of relief are the source of serious problems.

- Perceived Mishandling by Police. Statements describing police mishandling of disturbances usually referred to the arrest of a minority group member in the presence of minority and majority groups. Descriptions of mishandling included "roughing up," "brutality," and "excess harshness." This whole area of police action might be one in which a special school program aimed at familiarizing students with the functions and personnel of the police force might be extremely helpful.
- Ethnic Group Competition for Social Progress. Specifically, this refers to competition between minority groups which is becoming increasingly evident, particularly between Negroes and Mexican-Americans. One response indicated that the two groups differ in their concepts of integration, the Negro being for it, and the Mexican-American against it. More attention obviously needs to be paid to cultural differences and basic characteristics on a single group basis.
- Group Pressure Feelings. The forces described above give birth to a whole spectrum of community groups functioning in ad hoc roles relative to the existing power structure. The replies indicated that a great many problems now go from parent, through community action groups, to school board without giving the lower school levels a chance to take corrective action or even to discuss the matter.
- Mobile Militant Groups. The mere presence of members of non-local groups causes a heightening of tensions in a neighborhood. However, the interviewees indicated that the intrusion of these groups was unwelcome to the community.
- News Coverage. Instant communication of news of disturbances in other areas served to heighten tension and influence local action.
- Minority Feels Majority Not Responsive to Minority Needs. Of note was the repeated reference to the "power structure" and the "establishment" which delayed or disapproved programs aimed at meeting the needs of the disadvantaged. The reaction by the minority was reported to be competition for leadership roles on school boards, city councils, and other elective positions.

4.1.3 Anecdotal Extracts

As an example of the way respondents interpreted this three-block section of the TDR, two anecdotal segments are provided below. Two additional examples of responses to these questions are included as Exhibit pages E-11 and E-27.

Anecdotal Segment No. 1

- Describe a trigger event that could take place in your area. (Event #1)

"Because of disgust and anger over the school board's failure to implement integration in our schools, the ad hoc committee called for a 2 day boycott of schools. The children were told not to attend their regular schools, but to attend the Freedom Schools set up by the ad hoc Committee. During the boycott, some of the high school boys and girls did not attend the Freedom School and went and congregated outside a high school. Many other outsiders (people from community, dropouts, etc.) joined the groups thus congregated. News media was there; finally police were called — but a full-scale riot at the school and spreading to the whole neighborhood evolved."

- Describe an event which would trigger an incident in other areas but would not affect yours. (Event #2)

"In an upper middle class school there is a gradual increase in enrollment until finally there are just too many children for the existing classroom and the School Board decides to use the library as a classroom.

The parents band together (with middle class "know-how" and sophistication) and at the next board meeting present facts, figures, and statistics on the importance of elementary school libraries. The school board agrees to put a portable classroom on the grounds so that the school can keep its library."

- What are the most important elements of Event #1 that are not part of Event #2?

"1. Racial and Ethnic differences
In #1 you have a predominantly Negro community living in a near ghetto situation, and encompassing all that this brings to mind, i.e., unequal rights, poverty, poor education, slums, etc. etc. etc.
2. Unequal and lack of quality education
The ad hoc Committee was formed to help overcome this, but the existing School Board wouldn't communicate
3. Segregated schools (predominantly Negro)
4. Feelings of unrest produced by the national and state picture regarding Civil Rights."

Anecdotal Segment No. 2

- Describe a trigger event that could take place in your area. (Event #1)

"A counselor could place a minority child in a noncollege preparatory course on the basis of poor test results without consulting all the data available. Teacher judgment, child's and parents' aspirations for child, motivation and personality can all be factors which influence potential. Minority parents in this district are upset about some of the counseling at the secondary level and feel that 'tracking' has taken place."

- Describe an event which would trigger an incident in other areas but would not affect yours. (Event #2)

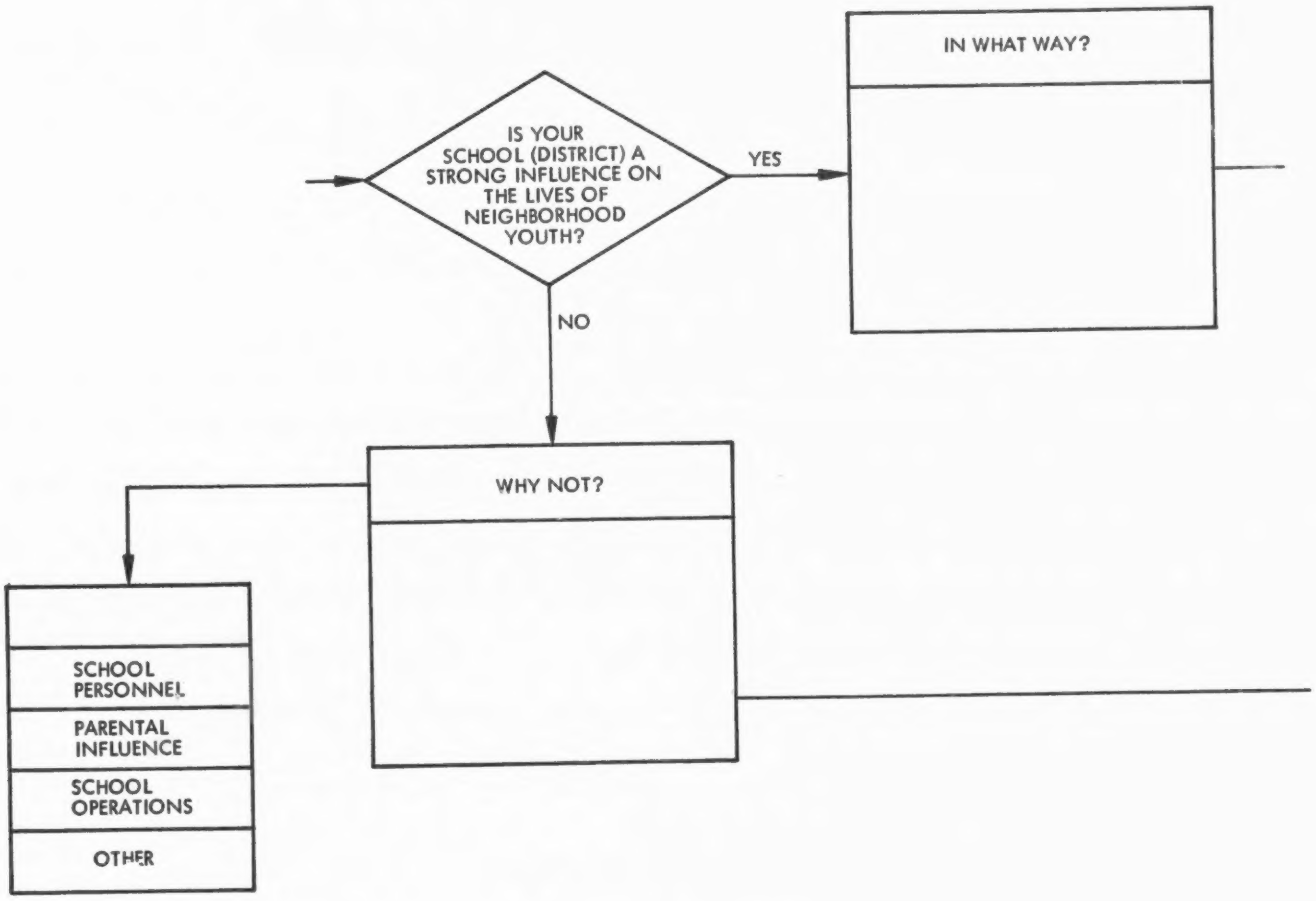
"A minority supervising teacher could be replaced because of incompetency in a special program. We have excellent rapport with a citizen's advisory committee made up of representative minority persons who were involved in planning the program. Their knowledge of the requirements for the supervising teacher would certainly ward off an incident which might occur in other areas because of their total involvement and understanding of the program."

- What are the most important elements of Event #1 that are not part of Event #2?

"In Event #1, the parents probably would be involved in planning the child's program. There would be no citizen's committee. Complaints would go to representative citizen's groups who would bring pressure to bear on the school people in a very vocal manner. This would be detrimental to the image of the school district as well as to the community relations which has been quite successful thus far in my area."

4.2 INFLUENCE OF SCHOOL ON YOUTH

The interviewees were asked whether they felt their school or school district was a strong influence on the lives of neighborhood youth. If yes, they were asked to describe the ways in which the school district was having an impact; if no, they were to give the reasons why not.


IS YOUR SCHOOL (DISTRICT) A STRONG INFLUENCE ON THE LIVES OF NEIGHBORHOOD YOUTH?
YES
NO
IN WHAT WAY?
WHY NOT?
SCHOOL PERSONNEL
PARENTAL INFLUENCE
SCHOOL OPERATIONS
OTHER

The answers fell into three groups: (1) those who felt that the school was a strong positive influence, (2) those who felt that the school was an insignificant or negative influence, and (3) those who cited areas in which the school was a positive influence and also areas in which, or reasons why, the school was not influential. The results:

- Fifty percent felt that their school or school district had a positive influence on the students in the poverty area neighborhood.
- Twenty-one percent felt their school or school district had either an insignificant influence or a negative influence.
- Twenty-nine percent responded both "yes" and "no," describing areas in which they felt the school was exerting a positive influence and also areas in which, or reasons why, the school was either failing to influence, or was having a negative influence, on neighborhood youth.

Table 4-3 shows the most frequently cited areas in which the school is having a strong positive influence and the reasons why the school is not having an influence or is exerting a negative influence.

The responses indicate that those who believe their school is a strong, positive influence and those who believe their school is a negative or insignificant influence agree on what is needed by the school.

The use of the school as a center for community activities was ranked highest as the way in which the school was influencing the life of the community. In this category, athletics, recreation, social events and cultural activities were most frequently cited. Also high on the list were use of the school as a study center after school, availability of the school library for adult as well as student use, and availability of school facilities for community meetings. Many interviewees who reported that their school was not an influence, cited the lack of after-school and extracurricular activities to draw the school and community together.

In the category of school-home relationships, interviewees cited the importance of involvement of parents and the community in planning and participating in school activities. Employment of teacher aides and school/community liaison workers was described as effective in maintaining close communication between home and school. Interviewees cited the fact that parents were looking to the school for advice and assistance in solving many of their non-school problems as an indication of a strong relationship between the school and community. On the other hand, lack of communication between home and school was cited as a major impediment limiting a school's influence on its students.

The most frequently cited reason for failure of a school to influence the neighborhood youth was a poor relationship between student and teacher. Many interviewees felt that administrators and teachers were ill equipped to work with disadvantaged youth, did not understand their problems and, in many cases, were indifferent to their needs.

Table 4-3

INFLUENCE OF SCHOOL ON NEIGHBORHOOD YOUTH

	Frequency
How School is a Positive Influence	
Center for extracurricular activities	67
Good home/school/community relationships	47
Diverse educational program to raise achievement	37
Improvement of student self-image	32
High quality of school staff	19
Assistance in solving non-school problems	13
Counseling	10
Exposure to students from other backgrounds	8
Improvement in behavior and dress	8
Stable environment to compensate for home	8
Employment of youths	7
Center for establishment of friendships	7
Adult education	5
Good employment policy toward minority groups	4
Vocational education and job training	4
Alleviation of health problems	2
Reasons Why School is Not a Positive Influence	
Poor attitudes, lack of skills of school staff	34
Poor home/school/community relationships	22
Influence of home environment too strong to overcome	21
Inadequate educational program	21
School seen as repressive institution	20
Lack of extracurricular activities	11
Perpetuation of segregation	6
Insufficient funds for special programs	6
Lack of personnel from minority groups	5
Conflicts between administrators and teachers	4
Most urgent neighborhood problems not within school sphere	4
Poor counseling	4

Often cited was the fact that the teacher was from a middle-class background and lived far from the school in which he was teaching, and therefore was not attuned to the feelings and problems of the community. Teachers were described as concerned only with teaching-curriculum content, with not enough attention given to the social and emotional growth which strongly affects the student's academic growth. Conversely, interviewees who felt their school was a strong impact on neighborhood youth often attributed this to the existence of a skilled staff which had developed a good rapport with students.

The responses indicate that if the school as an institution is to have an impact on a poverty area, it and the personnel making up its staff must be concerned with far more than the lessons in the textbooks. One administrator summarized it this way:

> "In the last few years it (the school district) has taken a much more all-encompassing approach to the concept of what a school really is. Community aides have been used to cement school-home relations and to help people to understand school policies. The parents, through the community aides, have been able to communicate with the school. They have become increasingly more involved in school programs and have begun to participate more in planning and implementing programs. In this way, and in after-school programs run by the Park and Recreation Department, the school has more strongly influenced neighborhood youth. Some schools have begun to run 'special interest programs' after school on a voluntary basis. Both teachers and parents have given free time to enrich the lives of the neighborhood children."

Many interviewees attributed the school's influence to its improvement of student attitudes, self-image and aspirations. The school provides a place where students can experience success in a variety of activities that raise their self-esteem and gives them the hope for a better life in the future.

In the judgment of some interviewees, the school was offering a diverse educational program and was influencing neighborhood youth by raising their academic achievement. A smaller number responded that the school's educational offerings were inadequate and geared to middle-class students; consequently the youth in the community did not view the school and education as an important factor in their future success.

Closely related to the category of inadequate educational programs were the responses in which the school was described as a repressive institution which was adversely affecting the aspirations of neighborhood youth. Interviewees said the school was alienating its youth through overemphasis on punitive actions, insistence on students conformance to middle-class values, shutting out of students who did not fit the "mold" and insensitivity of many teachers and administrators, especially toward minority group students. Among the responses of school personnel in this category were:

> "In the ghetto schools, the influence is basically a harmful one. Rather than working with the community, reflecting and building upon the values of the people it serves, the school usually reflects a series of values directly in conflict with the community. This confuses the students, works at alienating the student from his community or from the school, ill prepares him for the world he will have to function in after school and generally handicaps him rather than educating him to function in society."
>
> "The school district is the largest reinforcer and supporter of negative self-image which destroys the minority student and parent."
>
> "Our school does play an influential role in the lives of youth in our community, but let's not assume that the influence is all beneficial. For some students, our schools, as they are presently organized, present a greater threat and contribute equally to their insecurity and defeat as the enironment in which they are located."

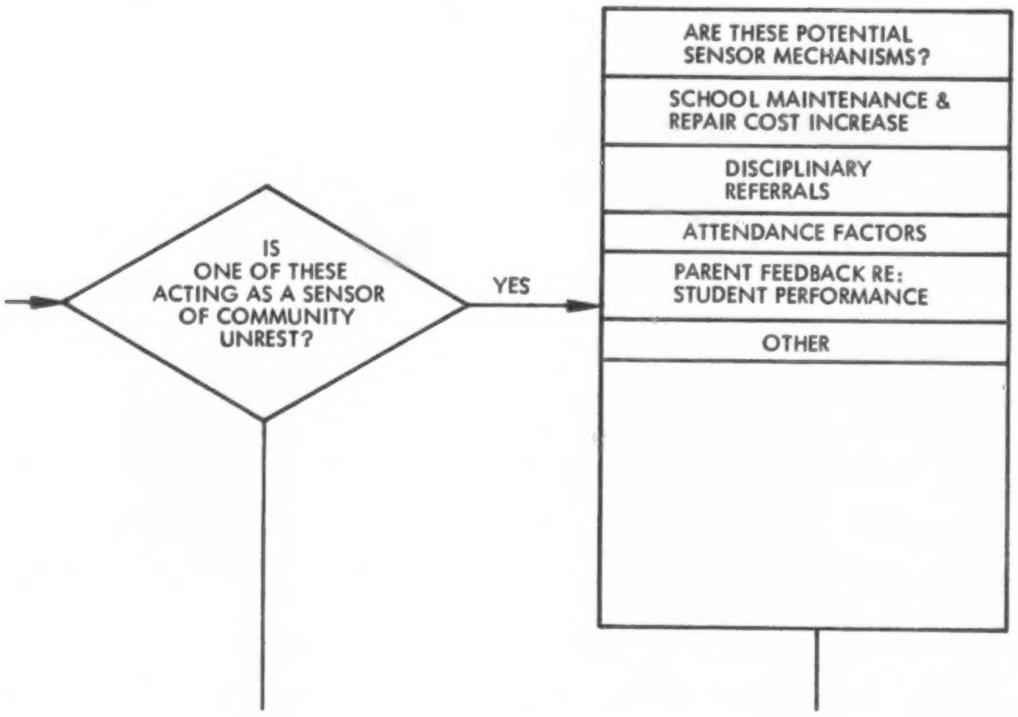
Other interviewees attributed the school's lack of influence to the overpowering and negative effects of the student's home environment. These respondents felt that the influence of parents and the effects of poverty on student attitudes, behavior and values were so strong that the school's efforts to overcome them and establish higher standards were futile. Isolation of the poverty community from the rest of society was cited as a reason for the dominance of negative attitudes. Said one person:

> "It is perfectly obvious that too many students from the same low economic area attend the same schools. The are in the majority. Their low aspirations, their ambitions and way of life dominate the whole scene. The students have no choice but to conform to themselves and all other standards (which they are perfectly aware of) go out the window."

Most interviewees felt, however, that the school cannot help but influence the attitudes and behavior of its students if for no other reason than the many hours a day that each student spends at school. The question is whether the influence is positive or negative. One teacher summarized it this way:

> "The school serves as the only common experience by which to measure experiences, treatment, progress. It is strong in that it is the dominant unifying influence, but this influence may be negative or positive depending on the individual schools, their principals, staff and programs. If the individual school (personnel, etc.) can become a responsive center, it will be strongly positive. It is possible however, for dislike of a school and personnel to become a strong motivating force."

4.3 SENSORS OF COMMUNITY UNREST


IS ONE OF THESE ACTING AS A SENSOR OF COMMUNITY UNREST?
YES
ARE THESE POTENTIAL SENSOR MECHANISMS?
SCHOOL MAINTENANCE & REPAIR COST INCREASE
DISCIPLINARY REFERRALS
ATTENDANCE FACTORS
PARENT FEEDBACK RE: STUDENT PERFORMANCE
OTHER

As shown in Table 4-4, a majority of respondents indicated that the number of disciplinary referrals provides a measure of community instability. Parent feedback was also highly rated although it was brought out that feedback should not be limited to student performance. Communication with parents and students provides the most valuable data source because the personal interaction usually elicits descriptions of problems in the home and neighborhood as background or justification for student problems. The existence of school capability for capturing, analyzing, and acting on these data was not indicated.

Table 4-4

SENSORS OF COMMUNITY UNREST

	Frequency
Disciplinary Referrals	112
Parent Feedback	103
Attendance Factors	80
Maintenance and Repair Costs	57
Interviewee-Generated	
Community organization activity	7
Dropout rate	3
Private school enrollment by middle class	2
Extent of parent-provided transportation (when buses are available)	1
Defiance on part of very young (K and 1st)	1
Requests for student transfers	1
Increasing faculty unity	1
Student feedback	1
Unemployment rates in community	1
Attendance at school board meetings	1
Nonsupport of tax/bond issues	1
Informer	1

Attendance factors were though to be important but probably not as reliable as the preceding two. Statistics regarding presence, absence, or tardiness of students are inappropriate data sources because they do not provide insight into neighborhood problems. An interesting comment on ethnic differences was the statement that in times of unrest, Negro attendance does not drop off nearly as much as Mexican-American attendance. Several other comments along this line supported the generalization that Negroes are more likely to be activists while Mexican-Americans will tend to shy away and disengage from difficult situations.

Maintenance and repair costs again were considered pertinent but lacked the potential for information provided by personal interaction in disciplinary referrals and parent conferences. Taken by itself, a broken window, or even a burned school, does not give much useful data as to causal factors which might be alleviated by school action.

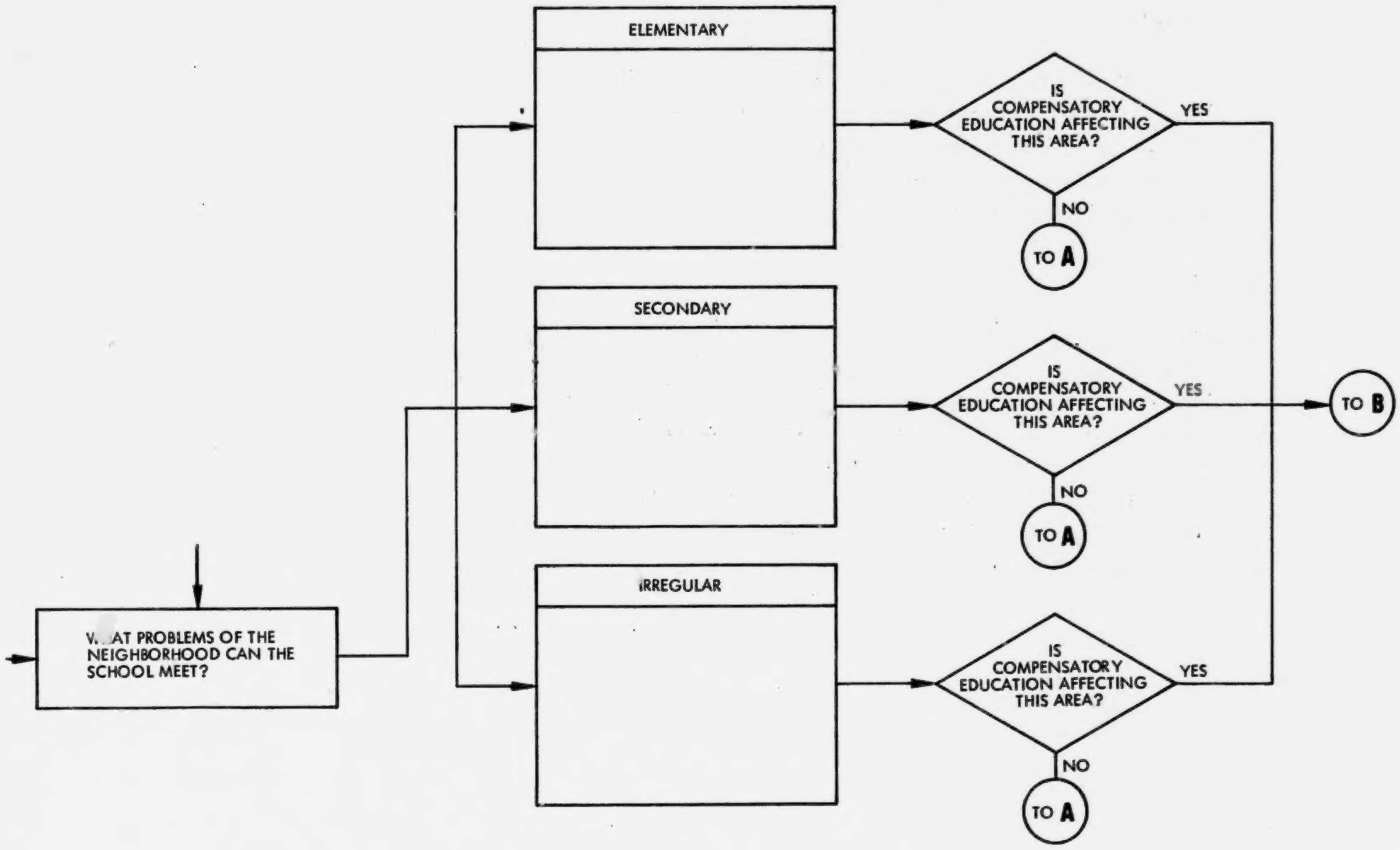
In addition to the above, the extent and nature of activity on the part of community organizations was cited, as was the dropout rate. Of particular interest, however, were two suggestions:

- Parent-Provided Transportation. The idea here is to measure the extent that-school provided transportation is shunned in favor of private means. The data could be handled quantitatively and would be of significance because they reflect considered judgments on the part of parents as to the degree of unrest in the community.
- Actions of the Very Young. While it might have been placed in the disciplinary referrals category, the notion that a key indicator is defiant behavior on the part of the youngest element of the student population is an interesting one. The very young child may indeed be the truest reflection of his home environment and would likely transmit evidence of tension in a very direct manner.

There are many problems attendant to the question of sensors of unrest, but the capability to determine, in advance of overt expression of unrest, the condition of the community is so important that a great deal of effort should be directed toward developing such mechanisms.

4.4 PROBLEMS OF THE NEIGHBORHOOD THE SCHOOL CAN MEET

Neighborhood problems that the schools could solve or assist in solving were identified at three levels: (1) elementary age youth, (2) secondary age youth, and (3) "irregular," which covered persons not regularly enrolled in school, such as preschool-age children, dropouts and adults.



WHAT PROBLEMS OF THE NEIGHBORHOOD CAN THE SCHOOL MEET?
ELEMENTARY
SECONDARY
IRREGULAR
IS COMPENSATORY EDUCATION AFFECTING THIS AREA?
YES
NO
TO A
IS COMPENSATORY EDUCATION AFFECTING THIS AREA?
YES
NO
TO A
IS COMPENSATORY EDUCATION AFFECTING THIS AREA?
YES
NO
TO A
TO B

Problems of the community most frequently identified as ones the school could assist are shown in Table 4-5.

The need for more organized extracurricular activities and improved communications between the school and community was frequently mentioned at all three levels as problems which the school could meet.

8

Table 4-5

COMMUNITY PROBLEMS IN WHICH SCHOOLS COULD ASSIST

	Frequency
Elementary	
Lack of organized extracurricular activities	59
Poor school/home/community relationships	54
Need for coordinated, interagency efforts	35
Poor academic achievement of students	28
Negative self-image of students	29
Health, food, and clothing needs	24
Negative attitudes and inadequate training of teachers	15
Racial misunderstandings and isolation	13
Need for citizenship education	10
Lack of home supervision	9
English language difficulties	6
Secondary	
Lack of organized extracurricular activities	41
Poor academic achievement of students	32
Poor school/home/community relationships	25
Need for coordinated interagency efforts	22
Negative self-image of students	20
Racial misunderstandings and isolation	15
Inadequate job training programs	13
Inadequate counseling services	12
Health, food, and clothing needs	9
Negative attitudes and inadequate training of teachers	6
Unemployment	6
Need for citizenship education	5
English language difficulties	4
Lack of supervision	1
Irregular	
Low educational level of adults	27
Lack of organized extracurricular activities	22
Poor home/school/community relationships	13
Insufficient preschool programs	12
Inadequate job training programs	9
Need for coordinated interagency efforts	5
Health, food, and clothing needs	3
Racial misunderstandings and isolation	3
Need for citizenship education	2
English language difficulties	2
Unemployment	2
Inadequate counseling services	1
Negative self-image of adults	1

The following quotes reflect the importance that school personnel place on providing after-school activities:

> "Much of the social unrest is felt to be influenced by inactive and bored youth. We provide and encourage playground activities after school and during days school is not in session. Students are encouraged to join clubs and go on field trips."

> "One of the major problems concerning youth is his inability to make wise use of his leisure time. I feel the school is capable of meeting this problem by providing a tutoring program before and after school, and by making the school library available to youngsters not only during school hours, but before and after school."

Many interviewees emphasized that before the school could be successful in meeting community needs, it must establish better rapport with parents and other neighborhood residents. As one interviewee put it,

> The foundation for any assistance the school can give the neighborhood to meet the latter's problems, must be the establishment of the feeling of mutual respect; greater interaction must take place which the school must initiate or enlarge upon."

Greater involvement of parents in school activities, including a more important role in planning, was seen as a method of providing the neighborhood with a common interest and a sense of achievement. Interviewees also stressed the need to work with parents to improve their understanding of the importance of education for their children.

Frequently cited was the need for leadership by the school in working with community groups and civic agencies in a coordinated effort to improve neighborhood conditions. It was the opinion of many interviewees that while the school could not solve all neighborhood problems, it could assist neighborhood residents in finding help and could serve as a voice of the community in calling attention to its needs.

The following quotations indicate the scope of interagency cooperation expressed by some interviewees:

> "The school can serve as coagulating agent between community agencies such as recreation department, parks, police, firemen, etc. It can serve as a coagulating agent with industry in developing specific job training and job opportunities."

> "The school can act as a voice to inform the larger community of the problems and desires of the neighborhood. It can also act as an organizing agent uniting the neighborhood and focusing on specific problems."
>
> "Offer assistance in filling out necessary forms, papers, or in following procedures; provide resource information for community concerns, be supportive of positive community projects."
>
> "If practices exist in the commercial area of the community, such as loan sharking, higher than normal interest rates being charged, etc., the school can stress consumer education that could present an immediate approach to the problem."
>
> "The schools can meet ANY need of the neighborhood if one conceives of the school as a total social agency. If one wishes to put adult retraining, prenatal care, employment offices, social workers, welfare desk, and traffic court in the schools, then the schools can meet any need, almost. If the school conceives of itself as responsible for the three R's only, then it will meet only those needs."
>
> "In a deprived area such as the one in which my school is located, the school should be a community center, serving the whole community. Residents should be able to obtain medical treatment (doctor and dental), counseling and guidance, recreation, employment and housing information, adult education and any other service the community might need."

Intensifying school programs to raise the academic achievement of students and improving their self-image, attitudes and aspirations, thereby better preparing them for productive employment, was frequently cited as a major school contribution in meeting the needs of the neighborhood. The opportunity to experience success in school activities is instrumental in alleviating frustrations which cause neighborhood unrest.

In the area of improving the quality of school personnel, interviewees stressed the need for employment of sensitive teachers skilled in working with disadvantaged youth and more in-service training programs to upgrade teacher preparation. The school was urged to assist in decreasing racial tensions and misunderstandings by employing more minority group teachers, teaching about the contributions and cultures of minority groups and alleviating racial isolation and segregation.

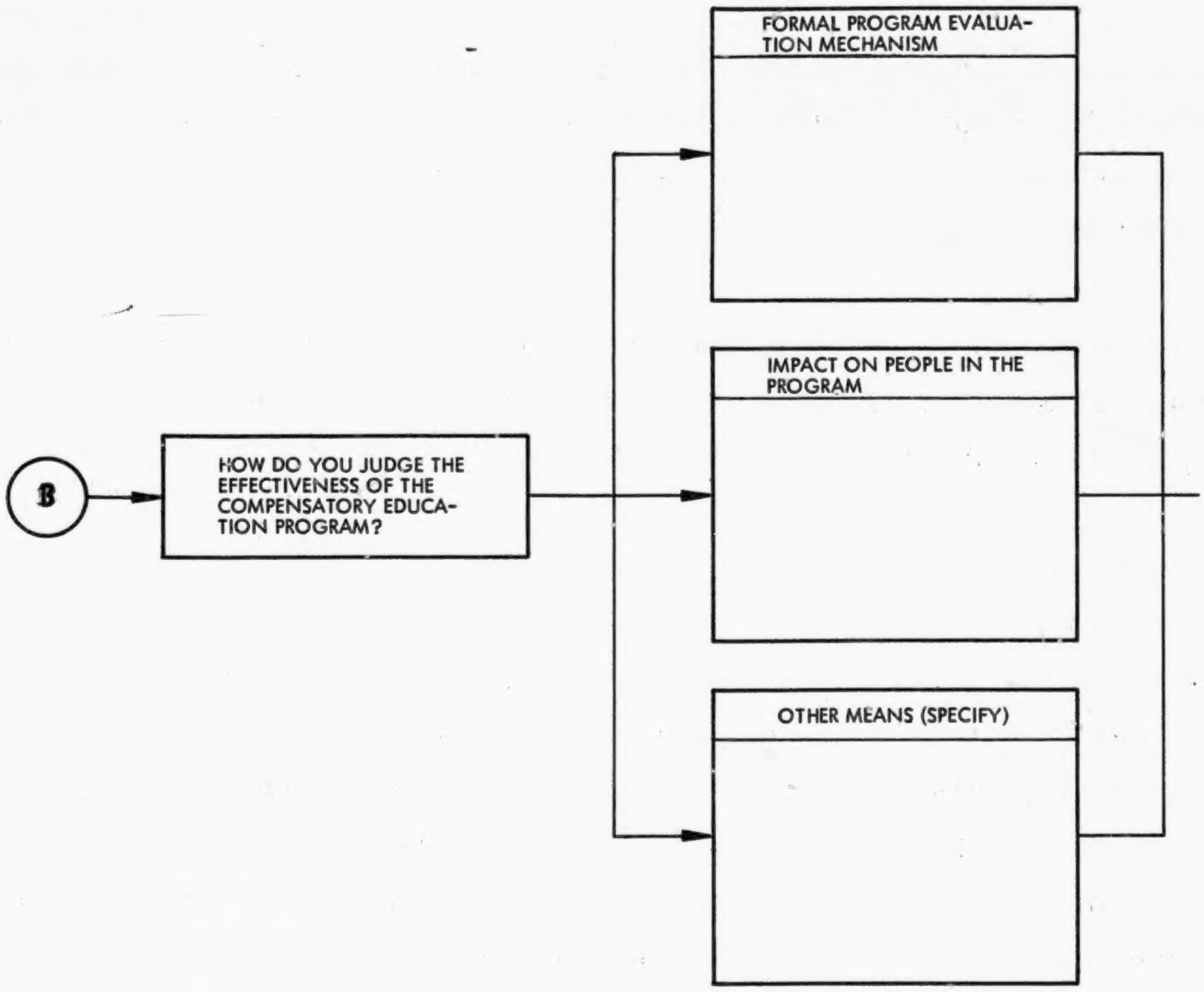
The low educational level of adults in the poverty area community was described most frequently in the "irregular" category as a problem the school can meet. Adult education classes in a wide variety of fields were recommended, including courses in basic academic skills, English language, family living and health education. Job training programs for both high school youths and adults were also cited as a need the school could assist in solving.

Preschool programs to provide education at an early age received strong endorsement. The high level of parent participation in preschool programs was cited as an example of how parents should be involved.

4.5 EFFECTIVENESS MEASURES

This section of the TDR attempted to ascertain the criteria by which interviewees measured the effectiveness of their Compensatory Education programs. The design of the TDR (Fig. 4-1) is such that only those interviewees who felt that the programs were at least somewhat effective should have answered. In asking these questions, the designers of the TDR were aware of the formal evaluation and reporting requirements of the programs supervised by the Office of Compensatory Education. The information sought was the methods used by interviewees to form opinions as to program effectiveness while working directly with the target populations concerned. Thus, the 153 interviewees who felt that Compensatory Education affected neighborhood problems were directed to connector B of the TDR. The remaining 69 interviewees were passed to Connector A (see figure on next page).

At Connector B the answers were framed within any or all of the three following blocks: (1) Formal Program Evaluation Mechanism, (2) Impact on People in the Program, (3) Other Means (Specify). Most interviewees utilized both of the first two blocks. Responses appear in two different forms: (1) opinions expressed as to effectiveness or lack of it, and (2) methods by which they judge the effectiveness of their programs. Some interviewees provide multiple responses. The tables representing individual opinions as to the effectiveness of the programs are included in the Exhibit Section of this report. Most interviewees expressed the view that the programs are effective but that the evaluation program is ineffective.


B
HOW DO YOU JUDGE THE EFFECTIVENESS OF THE COMPENSATORY EDUCATION PROGRAM?
FORMAL PROGRAM EVALUATION MECHANISM
IMPACT ON PEOPLE IN THE PROGRAM
OTHER MEANS (SPECIFY)

The most frequently selected evaluation instrument is the standardized tests (see Table 4-6). However, the concentration of interviewees who use this base was greatest at the District level. Many teachers and most aides use more subjective criteria. Some Districts apparently use a special staff to perform program evaluations, with the teacher receiving little or no evaluation feedback upon which to base improvements in classroom instruction. Contracted professional evaluators apparently serve much the same function, with direct interface with the student and little or no evaluation feedback upon which to base improvements in classroom instruction.

By far the largest number of interviewees based their evaluation of program success on the impact on people in the program. It is interesting to note that changed teacher performance was ranked at least as high as any other response. As one interviewee said:

> "Teachers have benefited from this program as much as the children. This program has provided the compensatory teacher with opportunities to experiment, to try new material and new methods, and to work with individual students in a variety of ways."

Table 4-6

EFFECTIVENESS MEASURES

	Frequency
Evaluation Instruments	
Standardized tests	62
Parent/student questionnaires and opinionaires	41
Staff subjective evaluations	37
Statistical information	13
Personal and group conferences	12
Special Evaluation Agencies	
Special district staff personnel	10
Contracted professional evaluators	6
Impact on People in the Program	
Change in teacher performance	13
Level of student enthusiasm	13
Interest in reading	12
Number of parents participating in adult education	12
Change in communications between school and home	11
Turnover of teaching staff	7
Parent participation at school	6
General appearance of students	6
Absenteeism and/or disciplinary problems	6
Other impacts	3
Field-Generated Categories	
Public becoming more aware and informed of community school and its problems and potential	6

---

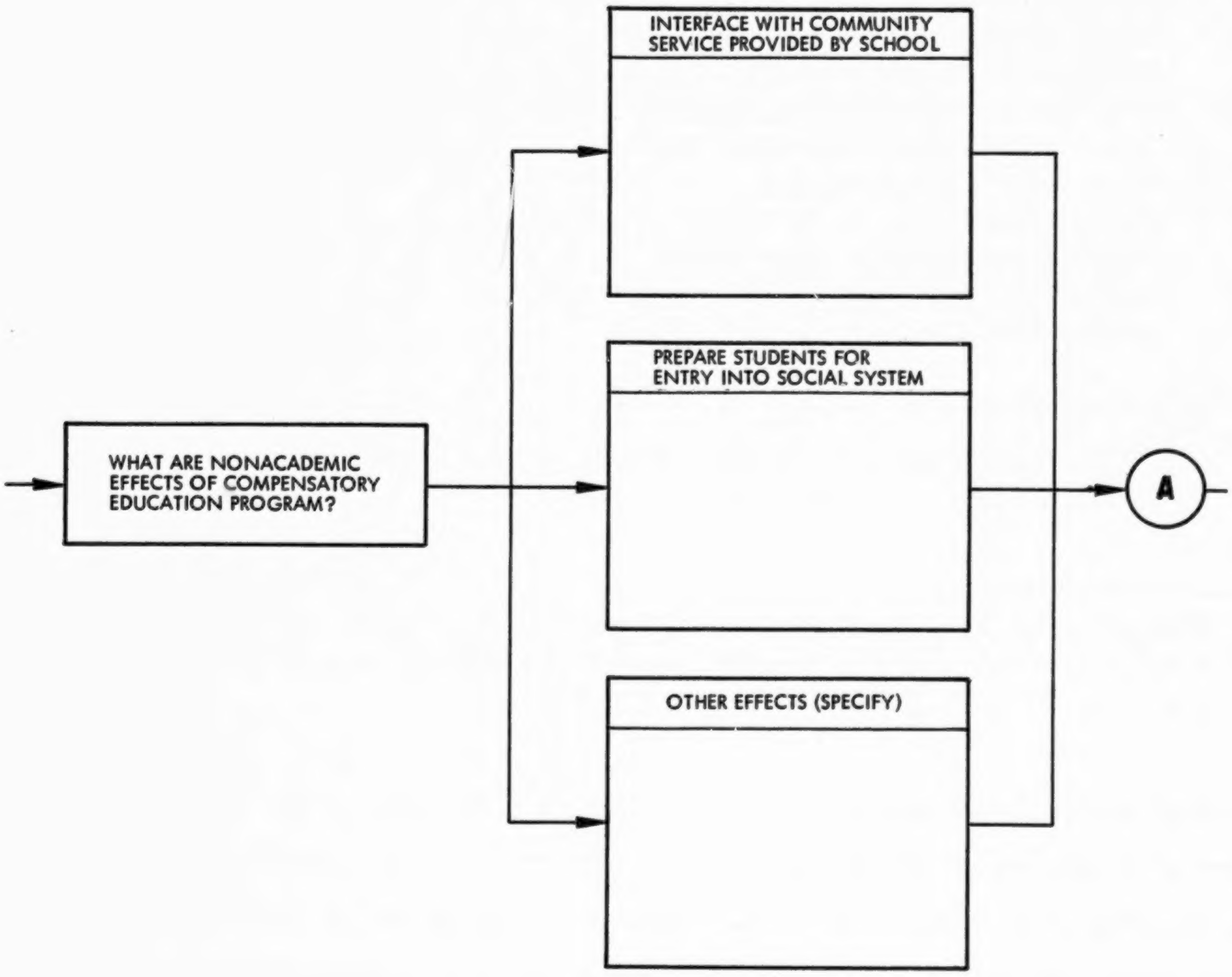
*Exhibit page E-6 displays formal program evaluation mechanism frequency data in greater detail. Exhibit page E-7 displays impact on people in the program frequency data in greater detail.

Improved reading was noted, not so much as an academic effect, but as a behavioral change in which the students "indicate greater interest in reading printed material." Many interviewees stated that adults with whom the program is interfaced, particularly teacher aides, have started back to school, some with avowed intention of obtaining a degree and/or teaching credentials.

Another interesting effect on the teaching staff was noted almost exclusively by administrators. Compensatory Education programs are apparently having a stabilizing influence on the teaching staff. The impact is usually noted as "fewer requested for teacher transfer." The remainder of the chart is self-explanatory. "Other impacts" are listed individually in the Exhibits section.

The only field-generated category included on the chart is the "Public Relations" impact of Compensatory Education. The programs are generating a lot of publicity and interest in all sectors of our society. Additional, low-frequency responses are also listed in the Exhibits section.

4.6 NONACADEMIC BENEFITS OF COMPENSATORY EDUCATION


WHAT ARE NONACADEMIC EFFECTS OF COMPENSATORY EDUCATION PROGRAM?
INTERFACE WITH COMMUNITY SERVICE PROVIDED BY SCHOOL
PREPARE STUDENTS FOR ENTRY INTO SOCIAL SYSTEM
OTHER EFFECTS (SPECIFY)
A

Judgment of nonacademic benefits could be framed in any or all of three blocks: (1) Interface with Community Services Provided by School, (2) Prepare Students for Entry Into Social System, or (3) Other Effects (Specify). Most interviewees answered within the constraints of one or both of the first two blocks (see figure on previous page).

In the question block Interface with Community Services, many interviewees indicated favorable school interface with the community (not necessarily Community Agencies). Once again, some provided multiple answers. Total responses are included in a table in the Exhibits section. The most frequency responses are ranked and displayed in Table 4-7.

Under school-community interface, the most frequently mentioned item was the parent involvement in the programs. These were mentioned in positive terms:

> "For the first time, parents from certain areas are being cooperative and actually coming to school to discuss problems with administrative staff and counselors."

Next ranked were the teacher and aide home visitations, with the aide by far the most frequently mentioned. Once again the aides came in for favorable mention regarding their classroom link with the community. The programs generate an unusual amount of community participation at school, ranging from "parent drop-ins" to greater attendance at social gatherings and PTA events. Many respondents mentioned health services as one of the most important interfaces with community agencies. "How can you teach a child who is sick, or in pain from a toothache" and similar remarks were frequent. Representatives from business and industry were felt to be important, representing both potential employer and successful male models for the students. Many field trips were reported with non-aide parents sometimes employed as supervisors. Six interviewees reported that their school had established a good relationship with the Neighborhood Youth Corps, and some had received assistance in locating part time jobs for needy students to help them stay in school.

Under the category of preparing the students to enter society, many interviewees said that the program is doing a "good to excellent" job, but a significant number feel that their program does not do enough in this area. The most important nonacademic effect

Table 4-7

NONACADEMIC EFFECTS OF COMPENSATORY EDUCATION

	Frequency
School/Community Interface	
Parent/program involvement	20
Teacher and aide home visitations	19
Community teacher aide in classroom	15
Community informal participation at school	14
Health services	13
Representatives of business and industry in classroom	12
Utilization of parents as supervisors on trips	9
Students and/or parents visit local industry	9
Neighborhood Youth Corps cooperates with school	6
Prepare Students to Enter Social System	
Ego building through success and counseling	34
Classes in sex, health, and personal grooming	13
Field trips to local business and industry	13
Students made aware of higher education opportunities	11
Develops understanding of other ethnic groups	10
Special classes in English language	8
Successful models of same ethnic group provided	5
Realistic goals provided	5
Visits to school by local officials	3
Classes in art and music appreciation	3
Field-Generated Categories	
Teachers now question traditional methods	2
Program "calms down" students	2

---

*Exhibit page E-8 displays school community interface frequency data in greater detail. Exhibit E-9 displays student entry into the social system in greater detail.

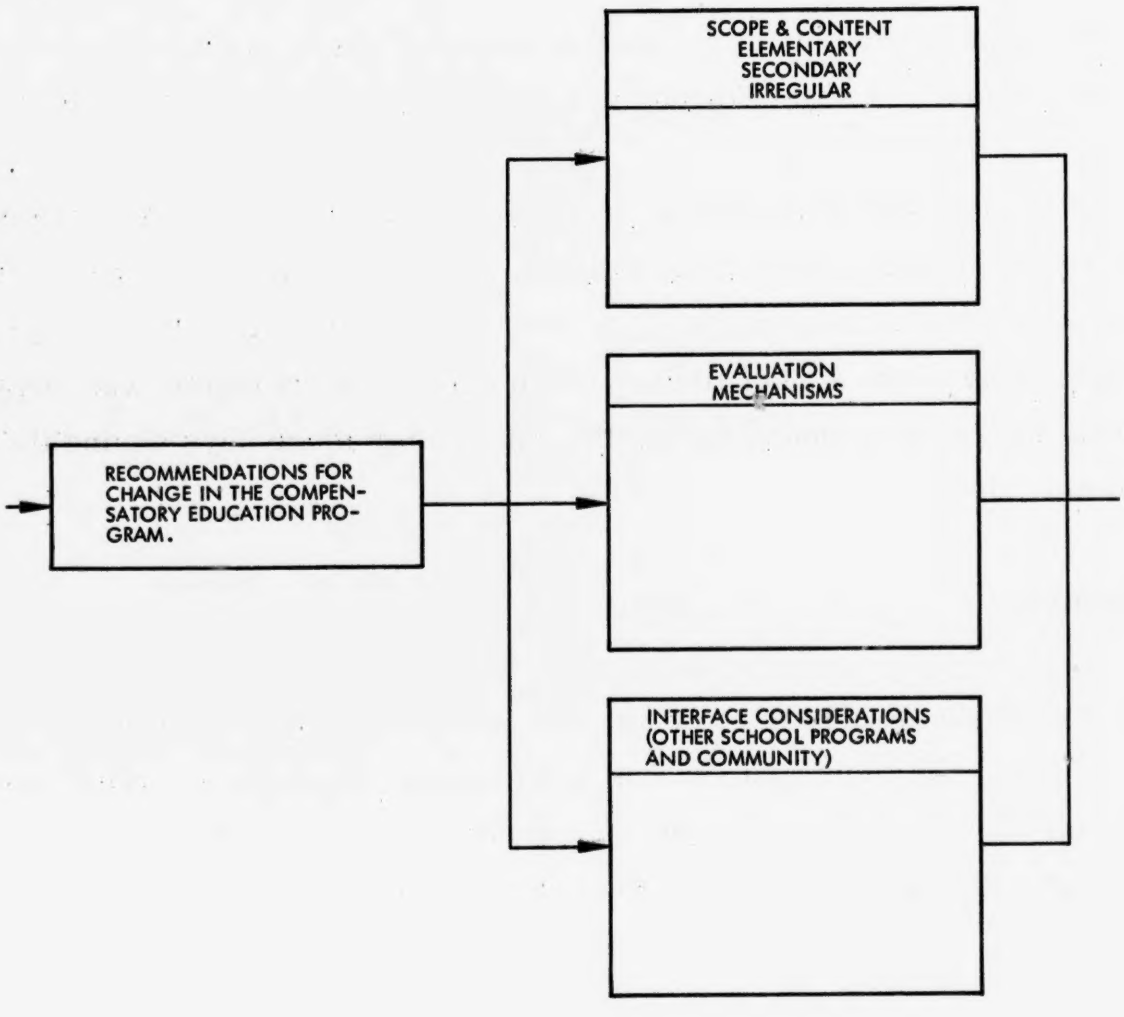
reported is ego-building. Most of the interviewees stated that the target population students need to succeed at something in order to be emboldened to tackle more difficult tasks:

> "Ego is the thing, and when self-esteem is helped because a student is beginning to enjoy more success in understanding the basic subject material, his whole life and attitude toward many things becomes inalterably affected."

Many respondents also report good counseling to be important to the target-population student. In field trips to local business and industry "good jobs for highly qualified personnel" are stressed rather than immediate job opportunities. Also stressed are opportunities for higher education, including provision for scholarships and tuition assistance for needy college students. Ten interviewees feel that the Compensatory Education program develops understanding of other ethnic groups, with integration the most frequently mentioned method employed.

The remainder of the responses are concerned with program elements that some schools have found successful in preparing the students for entry into society.

4.7 RECOMMENDED CHANGES IN COMPENSATORY EDUCATION PROGRAMS


SCOPE & CONTENT
ELEMENTARY
SECONDARY
IRREGULAR
EVALUATION MECHANISMS
RECOMMENDATIONS FOR CHANGE IN THE COMPENSATORY EDUCATION PROGRAM.
INTERFACE CONSIDERATIONS (OTHER SCHOOL PROGRAMS AND COMMUNITY)

The purpose of this question was to ascertain those changes which are perceived to improve Compensatory Education programs. Changes recommended by interviewees were tabulated, analyzed and grouped by categories (see Table 4-8). A total of 43, or about 20 percent, of the interviewees did not answer this question. Not all answered every part of this question. Recommended changes were listed in descending order by category according to frequency of responses.

4.7.1 Scope

Responses indicate a demand for expansion of Compensatory Education programs. Not only did interviewees state that more schools and more children should be included, but they also indicated that programs should begin with classes for preschool children and include programs for adults. Continuation and expansion of preschool programs were mentioned by 37 of the interviewees. Because both children and parents are involved in these programs, it is possible to consider them as effective communication links between home and school through meeting educational needs of children.

A change in the mission of the school is reflected in support of extended day, evening, and summer programs. Additional cultural, recreational, and social programs were recommended. Involvement of minority children in extracurricular programs was emphasized. Use of the school library as an evening study center was suggested. Use of school facilities more hours during the day and for more days during the year was also recommended.

4.7.2 Content

Only one area of the academic program was specifically identified in the recommendations for change. An improved reading and language development program was indicated to be desirable by 19 of the interviewees. However. the need for such improvement was related to job training which is classified as a nonacademic area of instruction.

Table 4-8

RECOMMENDATIONS FOR CHANGE IN THE COMPENSATORY EDUCATION PROGRAM

	Frequency
Scope	
More preschool programs	27
More afternoon, evening, and summer programs	18
More adult education opportunities	12
Include more children and schools	4
Content	
More teacher home visits	31
More program flexibility	31
More job information and training	24
More reading and language instruction	19
More counseling and guidance services	18
More health and nursing services	12
More intergroup relations activities	9
Management	
Improved staffing	101
Better program administration	53
More teacher aides	27
Integrated classes	13
Smaller classes	17
Evaluation	
Development of better evaluation instruments	61
Involvement of parents and community	20
Use of outside evaluators	15
More long-range planning	9
Interface	
More community involvement in the school program	28
Use of the school as a community center	27
More business and labor involvement	14
More planned intercultural programs	5

More home visits by teachers and more program flexibility were each cited 31 times. If home visits are to be conducted during the day, time for such effort can be associated with a more flexible program. Communication and understanding resulting from such visits could have implications for program diversity. The desire for direct contact was evident in the remark that, "Home visits should be made by the teacher who has the child rather than by a school community worker."

The need for more job information and training was cited by 24 of the interviewees. The need for jobs, earnings, and resulting enhancement of self-image is the objective of such recommendations. However, the school must act in concert with other agencies and organizations. As one teacher complained, "American industry is not willing to hire minority people, even if they meet job requirements and are well trained. We have trained too many people and seen them turned away by industry for no apparent reason." Another pointed out that, "Potential employers, political and social organizations, and governmental agencies should be involved in planning and participation." Such program changes are closely related to improved counseling and guidance services which were recommended by 18 interviewees. Direct services for improved health of children was cited as a need by 12 of the interviewees:

> "Good school nurses in compensatory education areas are an arm of the school that is not viewed with suspicion or fear in our childrens homes."

The need for more intercultural activities was cited 9 times. Use of multi-ethnic materials and field trips were viewed as areas for improvement.

4.7.3 Management

Recommendations for change in compensatory education programs affect personnel and program planning. The most frequently recommended change was an improvement in school staff. Problem areas cited include recruitment, selection, retention, and training. It was reported that, "The majority of teachers involved are overwhelmed by the abundance of new materials and equipment with little in-service experience on the use of it."

More and better in-service education was indicated to be necessary by over one-half of the 101 responses in this area. However, not all were of the opinion that in-service training was going to be effective. "Although we have some prejudiced teachers, I don't think anything can be done to change their feelings." Another suggested that teachers with prejudices against minority group or disadvantaged children should be "weeded out." Other comments included hiring of more specialists and experts, hiring of more minority professionals, and increasing the number of men in the program.

Problems of quality in the staff are not unrelated to program administration. There is a need for more funds. Distribution of existing funds has not been scheduled so as to optimize their use. Reductions in program caused by uncertain funding followed by increased grants late in the school year, and late approvel of programs adversely affect programs. Abrupt changes such as these were cited as causes of unrest.

Interviewees cited the need for more teacher aides:

> "Aides from the community assist teachers and administrators. It is necessary to secure them from the community because this is a vital way of strengthening communication and informing the community about school operations. Also, it provides the school with persons who have invaluable knowledge of the community."

It was also recommended that aides have in-service training and that they be permitted to share the same lunchroom used by the professional staff.

Integration of classes is considered separately although it can be included in improved program administration. The importance of this policy and the leadership it evidences is indicated by the interviewee who wrote,

> "A tremendously improved confidence in the school board and staff has existed on the part of the minority community as a result of integration."

Other interviewees indicated that this procedure was tangible evidence that the school was really trying to help disadvantaged children.

Not all Compensatory Education programs contribute to improved situations. One teacher observed that there was some jealousy among professionals and between schools which had Compensatory Education and those not so "fortunate." Limitation of the preschool program to children receiving public assistance benefits was also criticized.

4.7.4 Evaluation

Present standardized tests were considered to be invalid for disadvantaged children:

> "Standardized tests and intelligence tests have put the disadvantaged pupil in a bad light. New techniques need to be developed which are more effective in evaluating disadvantaged children."

Because of this effect on these particular children, one interviewee noted that, "Present test devices themselves can trigger events." It was suggested that evaluation be based on teacher judgments, parent interviews, observations of behavior, rating scales, attitude measures, anecdotal records, and polls using sampling techniques.

Over 20 percent of the interviewees recommended that parents and members of the community be included in the evaluation process. It was implied that parents should be able to report improved behavior if the program was really successful:

> "Parents must know the school is responsive to their views. Evaluation and planning of programs can be structured so as to involve parents and thereby directly affect their own and their children's self-image, their vocational goals, and their view of society."

Other specific recommendations include involvement of industrial methods, evaluation by persons other than those responsible for program development and implementation, and a requirement that evaluation reports indicate more things which can be done by classroom teachers.

Only one interviewee indicated that the current evaluation mechanisms were satisfactory:

> "Evaluation as presently conceived appears to be moving in the right direction. As a result of observations of key evaluators, the program has been modified. Suggestions for additional changes have already been described."

4.7.5 Interface

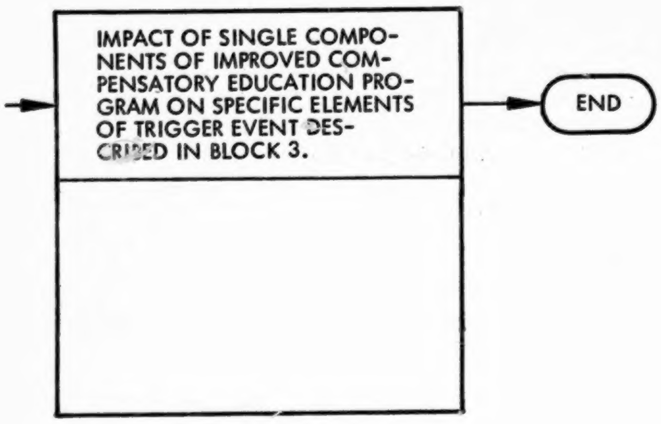
Interviewees view the school as the focal point for communication in the neighborhood:

> "The best thing that education can do is become part of the community which it serves, instead of a citadel surrounded by wire fence and protected by its own police force."

The school is also viewed as a focal point for coordinated activities directed toward solving the problems of the neighborhood. Interviewees noted that many agencies are all seeking the same goals and that consolidation of such efforts could result in more control and effectiveness in programs.

Implied in this recommendation is the need for school officials and boards to establish communication links with other agencies in the community.

4.8 IMPACT OF COMPONENTS OF IMPROVED COMPENSATORY EDUCATION PROGRAMS


IMPACT OF SINGLE COMPONENTS OF IMPROVED COMPENSATORY EDUCATION PROGRAM ON SPECIFIC ELEMENTS OF TRIGGER EVENT DESCRIBED IN BLOCK 3.
END

The purpose of this question was to ascertain the relationship between improvements in components of Compensatory Education programs and specific elements of tension or unrest which tend to trigger incidents. Before answering this question, the interviewee was required to identify tension elements of trigger events which might be affected by improved components of Compensatory Education programs. Those tension elements most frequently identified as being affected are as follows:

Trigger Element	Frequency
Lack of Communication and School/Community Interface	71
Disappointment with School Educational Program	48
Inadequate Personnel with Special Training	37
Poor Self-Image	26
Impacted Poverty Conditions	24
Disappointment with School Non-Educational Services	23
Segregation	19
Discontinuity in School Policy	7
Inconsistent Federal/State-Funded Programs	6

4.8.1 General Input

It is difficult to quantify the total impact of improved Compensatory Education programs. Only 8 of the 156 interviewees who responded to this question indicated that there would be no effect on the tension elements which had been described. Therefore, 148 of the 156 responses indicated that the programs have a bearing on neighborhood tension elements. Many interviewees listed several tension elements which would be affected. While it is possible to rank tension elements most frequently affected, it is not possible to quantify this effect. In certain situations described by interviewees, the improved program could greatly reduce neighborhood tensions. In other situations, the impact would be of varying degrees of intensity.

The general impact of Compensatory Education on the community is reflected in the following comment:

> "Evidence of atrocious education at should such be the case, would not be enough to cause large numbers of affluent whites to support actively a healthy program of Compensatory Education. But this does not mean that I believe all Compensatory Education is useless, because, regardless of trigger possibilities, programs like Compensatory Education help to make people aware of problems and push them into doing something."

There were differing views of the community situation among interviewees. Two interviewees agreed that community unrest exists but differed on the role of the school and Compensatory Education:

> "I firmly believe that our total community is capable of physical conflict and is gradually steering toward that course. The school district is in the middle and needs to exert more influence toward solving problems, but isn't of the attitude that it has any greater responsibility than any of our other social institutions."

> "I believe that programs of compensatory education provide the one most important approach to the long-term solution to urban unrest. But, most of the compensatory education programs are investments for the future and are not designed to avoid or reduce trigger events for the immediate present."

4.8.2 Poverty Tensions

It is significant that the most important tension element, impacted poverty conditions, ranks number 5 in the list of tension elements that would be affected by improved Compensatory Education programs. Poverty, or the lack of income, is related to employment. While some Compensatory Education programs employ aides drawn from the community and provide improved training for employment opportunities, the major thrust of the program is not to provide employment. Furthermore, other conditions of poverty such as housing were not considered to be within the scope of direct school action:

> "The self-image of the Negro living in the project housing must be suffering as a result of living there...This is a concentration of depressed individuals who have a common bond because of their living arrangement; they will act as a unit...Education is their only hope."

> "As long as there is official State and Federal pressure to eliminate de facto segregation in schools, despite there being no complementary pressures on society as a whole to assimilate minority groups, the well-intentioned but somewhat puerile efforts of Compensatory Education will do little to avert the trigger event described."

Other tension elements, such as prejudice (other than by school personnel), police action, ethnic-group competition, and emerging groups were ranked low as areas that Compensatory Education could affect. Nevertheless, some interviewees believed that improvements in the educational system would help alleviate these factors.

4.8.3 Communication/Interface Tensions

The second most important tension element — the lack of communication and school/community interface — was seen by the interviewees as the second most important neighborhood problem the school could meet, and the most important area affected by improved Compensatory Education programs.

New and improved links in school communication are made possible through employment of teacher aides, use of advisory committees, increased teacher home visits, and training of staff for conduct of improved curricula and methodology. As indicated in the following selected comments, the result of these new communication links is improved understanding:

> "The specific trigger event mentioned earlier would not necessarily be affected by the proposed recommendations offered here. However, with greater involvement of school and community and with dialogue between the two, I would anticipate a working through of existing problems short of boycotts and demonstrations."
>
> "Cutting down of distrust through experiencing and knowing the true pattern. The invitation and follow-up of going through channels before reacting to gossip."
>
> "Parent aides improve communication with the neighborhood. Increased opportunities for cultural enrichment broadens pupil concepts of the city in which he lives."

The school appears to be viewed as a focal point for improvement in impacted urban areas. Centralization of community services through the school is recommended. The school board and administration are placed in a position of responsibility for new leadership expectations which will affect other government agencies, business, labor, and social institutions. Apparently, the school which has Compensatory Education is perceived as the one agency which might be an effective catalyst for alleviating social problems in the neighborhood:

> "The human relations council and the use of aides in the program to strengthen the still-living belief that the school is one of the established institutions can be a vital force in community life."

> "The school could be a service center for the neighborhood to give immediate assistance to minor problems, long-range help on areas such as literary skills needed to get and hold a job, and a channel of communication which would be a safety valve and could lead to solutions."

4.8.4 School Staff Tensions

Disappointment with the school's educational and non-educational programs, inadequate school personnel with special training, poor self-image of students, and racial prejudice of teachers were tension elements that could be alleviated by improving the staff of Compensatory Education programs and by developing better methods of evaluating programs.

These tension relationships are interpreted to require (1) immediate improvement in school personnel management (i.e., recruitment, selection, salary, training, and promotion policies, and (2) improvement in the mechanism and procedures for quality control and cost-effectiveness analyses of the educational program:

> "Well qualified people should be placed in Compensatory Education teaching positions instead of the newest, least-qualified teachers or those in political trouble with the school administration."

> "Some teachers think of our school as a ghetto school — that students cannot learn, etc. We need a program to change this situation."

In-service training is a required component in every Compensatory Education project but apparently present methods have not fulfilled the need.

4.8.5 School Program Tensions

Changes in the content of the school's instructional program were viewed as necessary to alleviate community frustration and disappointment with educational opportunities. Mention was made of failure to compete in the employment market due to the lack of language skills. Interviewees responded that changes in the content of English courses to relate them more to vocational needs would lessen frustrations.

More innovations and flexibility in Compensatory Education programs to accommodate different learning patterns of disadvantaged youth was viewed as necessary to enable achievement and improved self-image. More courses in human relations, greater exposure to other ethnic and cultural groups, and greater emphasis on social and democratic processes were recommendations that would lessen tensions caused by racial isolation and poor self-image of minority group students.

Provision of direct services, such as health, counseling and employment, were cited as visible and tangible ways that the schools could show their willingness to meet immediate community problems. As one respondent observed, "This is most difficult to analyze; perhaps giving all students a free hot daily lunch would suffice. This appears to be the most pressing problem in this community."

4.8.6 Program-Administration Tensions

Interviewees frequenctly cited the fact that funds for Compensatory Education programs were uncertain. Allocations to districts have been decreased and program cuts were required. Others indicated funds became available late in the year and proper planning of programs and expenditures was impossible. Long range planning was desired. While tensions resulting from uncertain funding procedures were not listed by many interviewees, it is clear that changes should be made if the program is to be more effective.

CONCLUSIONS

Section 5

CONCLUSIONS

The response of school personnel surveyed in Project SEAR lead to the general conclusion that the school is both a major source of urban tensions and frustrations and a promising vehicle for improvement of neighborhood stability.

The potential of the school for exerting a stronger force in the solution of certain neighborhood problems than heretofore has implications that must be considered by those working with Compensatory Education at all levels.

Based on the data obtained from Project SEAR, the task force draws special attention to the following points:

- The most important contribution that the schools and Compensatory Education can make to alleviate urban tension is to start from within and improve the effectiveness of school personnel working in poverty areas. The prominence of staff-student conflicts — including overt expressions of prejudice by school personnel — as a trigger event, and the frequent mention of inadequately trained personnel as a tension element that could lead to a trigger event, should be of major concern to those responsible for school programs. It should also be noted that poor student-teacher relationship was the most frequently cited reason for failure of a school to influence neighborhood youth, while the top ranked recommendation for compensatory education change was more emphasis on improving the skills of program personnel.

  Interviewee judgments of the effectiveness of Compensatory Education indicate that the program has affected teacher performance as well as student performance. Increased attention on upgrading staff sensitivity and skills is needed in Compensatory Education to provide all personnel with the tools to assist disadvantaged youth. Also essential is a pupil-to-adult ratio that allows school personnel sufficient time to use their improved skills to maximum benefit. Further studies leading to development of a comprehensive and systematic approach to all elements of staffing – recruitment and placement, retention and promotion, and training and staffing patterns – should be considered.

The skills and assigned duties of the school staff, from administrators to teacher aides, will determine the effectiveness of the school in carrying out the functions described in the following paragraphs.

- A broader program aimed at improving communications between the school and the poverty area community is needed. This effort has as a prerequisite the improvement of school staff effectiveness, for before there can be effective communications there must be the ability to communicate – the ability to understand the feelings and problems of neighborhood residents and to relate these elements to school activities.

  Improving school-community relationships involves a greater role for parents of Compensatory Education children in planning and participating in activities designed to benefit their children. School district advisory committees for Compensatory Education programs, employment of teacher aides from the surrounding neighborhood, teacher visits in the parents' homes, and use of skilled community liaison workers to reach the parents have been identified as effective links drawing the school and home together. It is significant that rapport between school and home was described as most effective in preschool programs where parent participation is at its maximum.

- The school can play a greater role in working with community and civic agencies to improve the life of neighborhood residents. The school can be a liaison – a catalyst – to identify and communicate the needs of the poverty neighborhood to the community at large. As environmental conditions and problems of the neighborhood affect the school's ability to carry out its educational functions, so the school must work with other agencies in a coordinated effort to correct the factors that impede learning. The school, because of its continuing contact with neighborhood youth, is viewed as a central location where residents can seek assistance in finding solutions to their problems.

- Pupils in Compensatory Education programs should be made more aware of the relevance of basic skills acquired in the classroom to the requirements for employment. A major reason for the poverty area community's dissatisfaction with the educational program appears to be the separation between classroom instruction and the requirements imposed by the world of work. Students do not see how conventional homework assignments and classroom activities relate to finding and holding a job. A closer relationship between the school and business communities is needed to assist in development of curricula that would better aid students in employment preparation.
- More activities to improve racial and ethnic relations should be included in Compensatory Education programs. The prevalence of tension elements related to inter-ethnic conflicts points to a need for greater school efforts to alleviate racial isolation and misunderstanding. Students in Compensatory Education target areas should have greater opportunities for integrated educational experiences and study of the cultural background and contributions of all ethnic groups.
- The school should expand its extracurricular program to meet the social, recreational, and cultural needs of the community. The school should make its facilities available as a community center for neighborhood activities for both children and adults. An extended school program, offering diverse activities before and after school, on weekends and during the summer, is needed to provide more constructive use of leisure time. If the school is to play a maximum role in the community, it cannot close its doors at 3:30.
- Improved evaluation instruments are needed to measure student progress in Compensatory Education programs. Existing standardized tests were almost universally criticized by interviewees as being inapplicable to disadvantaged youth and being too oriented toward the cultural and environmental experiences of middle-class students. Standardized tests are necessary to ascertain the effectiveness of Compensatory Education in meeting its goal of providing the disadvantaged student with the skills to compete successfully with middle-class students. However, better instruments are needed to obtain the

intermediate feedback necessary to assess progress toward the goal and to provide a more valid basis for specific program changes. A test of the applicability of systems analysis techniques to Compensatory Education program management, either for the complete program or for specific components, should be considered.

EXHIBITS

COORDINATION WITH DISTRICT SCHOOL SUPERINTENDENTS

Prior to sending interviewers from the Office of Compensatory Education into the field to conduct interviews, Dr. Riles sent the attached letter to each of the superintendents of the various school districts. The school districts involved are listed below:

San Francisco City Unified School District
Oakland City Unified School District
San Diego City Unified School District
San Bernardino City Unified School District
Bakersfield City Elementary School District
Fresno City Unified School District
Vallejo City Unified School District
Sacramento City Unified School District
Riverside City Unified School District
Monterey Peninsula Unified School District
Ravenswood City Elementary School District
Pasadena City Unified School District
Compton Union High School District
Compton City Elementary School District
Los Angeles City School Districts

Aug. 16, 1967

Dear Mr.

In an effort to increase our understanding of the extent to which compensatory education has an impact upon school, neighborhood and community relations, we find we need certain types of information that cannot be obtained from the regular evaluation reports, but which must be gathered through discussions with school district personnel.

Therefore, the Office of Compensatory Education is planning to send staff members into the field to interview school district personnel identified by staff recommendations as particularly knowledgeable in compensatory education. We regret the brief notice that we are able to give you concerning our plans, but is essential that we gather this information as quickly as possible without the delay that would be inherent in a written questionnaire procedure, and without any disruption to your fall semester school program.

Please understand that this survey is not to be an evaluation of the effectiveness of your current project. We know that you are submitting your district's evaluation of your Title I program for summary and inclusion in our annual report. This special survey will provide us with essential supplementary data that could not be collected through our regular evaluation summary.

Although we will make direct personal contact with selected personnel, we wanted you to know of our plans and activities. Also you should know that interviewees or school districts will not be identified in any use we may make of the information gathered. We hope that our survey will uncover valuable procedures and information for more effective relationships between schools and communities that can then be shared with districts throughout the state.

Sincerely,

Wilson C. Riles, Director
Office of Compensatory Education

TRIGGER EVENTS

(Expansion of Table 4-1)

	Frequency
Fights Between Students of Different Ethnic Groups	28
Normal Police Action	27
Mishandling of Police Action	24
School Staff Expression of Prejudice – Verbal and Physical	22
School Program Cutback or Cancellation	19
Undesired Intrusion by Non-Local Militant Groups	17
Student Rebellion Against Strict Discipline	15
Claims of Prejudicial Treatment of Students by School Staff (not supported)	13
Local Minority Militant Group – Community Concern	13
Inter-Ethnic Group Clash Over Unequal School Services	11
Drastic Change Action by School in Rules, Facilities, Services	11
Large Crowd at School/Community Event	11
Non-Student/Student Conflict	10
Parent Reaction to School Efficiency	10
Public Disturbance – Local Unlawful Action	8
Bussing Complaints	7
News of Riots in Similar Areas	6
Student Fights in Same Ethnic Group	5
Inter-Ethnic Group Clash at Official School Function	5
Attack Against School/Staff Property	5
Reaction to School Ongoing Services (e.g., Cafeteria)	5
Physical Attack by Student on Teacher	3
Teacher Rebellion Against Administration	3
Sexual Experimentation – Intragroup	1

TENSION ELEMENTS

(Expansion of Table 4-2)

	Frequency
Lack of Communication and Organizational Interface Between School and Community	27
Evidence of Prejudice in Any Incident — Individual or Group	22
Perceived Mishandling of Police Action by Minority Group	22
Group Pressure Feelings and Emerging Ethnic Group Leaders	17
Ethnic Group Competition of Social Progress	16
Poor Community Conditions, e.g., Employment/Housing, with Mention of Racial Imbalance	16
Poor Community Conditions — No Mention of Race	15
Disappointment with School's Educational Program	14
Inadequate School Personnel With Special Training	14
School Involvement With Police Action	14
Discontinuity in School Policy	13
Disappointment With School's Non-Educational Service	12
Disrespect for Law and Authority	11
Mobile Militant Groups — Inciting Influence	10
Inconsistent Federal/State Funded Programs	10
De Facto Segregation	10
Constant Demonstration of Cultural/Social Differences — Poor Self-Image	9
Minority Feels Majority Not Responsive to Need — Competition for Leadership	9
News Coverage	9
Conditions Impeding Parent/Teacher Interactions	7
Racial Tension — Evidence of Hostility	7
Formation of Gangs	4
Inability to Maintain Classroom Control	4
Formation of Large Crowds	3
Impersonality of Forces/Services Affecting Lives	3
Broken Homes — Weakness in Family Structure	3
Conditions Impeding Student/Staff Interaction	2
Highly Emotional School Program	1
White Backlash	1

FORMAL PROGRAM EVALUATION MECHANISM

(Expansion of Table 4-6)

	Frequency
Subjective Responses (see below)	79
Standard Tests	62
Staff Subjective Evaluations	37
Student Questionnaires and Opinionaires	22
Parent Questionnaires and Opinionaires	19
Statistical Information	13
Personal and Group Conferences	12
Special Evaluation Group	10
Outside Professional Evaluators	6
Meeting Stated Behavioristic Objectives	3
SRA Kit	1
Simple Oral Reading Test	1
Community Evaluation Committee	1
Requests for More Programs	1
Local Tests	1
Subjective Responses	
Evaluation not effective	36
Program effective	31
Program not effective	9
Evaluation effective	3

IMPACT ON PEOPLE IN THE PROGRAM

(Expansion of Table 4-6)

	Frequency
Subjective Responses (see below)	197
Increased Enthusiasm of Students	13
Improved Teacher Performance	13
Improved Reading	12
Parents Return to School to Continue Education	12
Communications Between School and Home	11
Stability of Teaching Staff	7
Parent Participation at School	6
General Appearance of Students	6
Decrease in Absenteeism and Referrals	6
Questionnaires and Opinionaires	5
Number of Incidents at School and District	3
Teachers Volunteer to Participate in Training	2
Job Offerings	1
Acceptance of Other Social Groups	1
Conference with Faculty Members	1
Subjective Responses	
Good Effects	153
Needs not met by program	39
Program effective mainly on lower grades	5

SCHOOL/COMMUNITY INTERFACE

(Expansion of Table 4-7)

	Frequency
Good/Excellent Interface	25
Parent Advisory Groups	20
Little Interface	18
Neighborhood Teacher Aides	15
Community Informal Participation in School Activities	14
Health Services	13
Adult Education/Training	11
Parents Used as Supervisors on Trips	9
Visits to Community Industry and Business	9
Intergroup Education	9
Neighborhood Youth Center	7
Community Resource Personnel in Classroom	7
Raised Cultural Level of Community	6
Neighborhood Jobs	5
Parks and Recreation Department	5
Headstart	4
Home Visits by School Personnel	4
School Library Open Late and on Saturday	4
Cooperative Planning with Other Agencies	3
Tutoring Program	3
Parent-Teacher Association	2
Legal Aid Society	2
School Social Clubs	1
Parochial School Participates	1
TAP Office	1

PREPARES STUDENT FOR ENTRY INTO SOCIAL SYSTEM

(Expansion of Table 4-7)

	Frequency
Ego Improvement Through Success and/or Counseling	34
Good — Excellent Preparation	20
Not Enough Preparation	15
Field Trips for Social and Vocational Development	13
Sex, Health, and Grooming Classes	13
Students Made Aware of Educational Opportunities	11
Develop Understanding of Other Ethnic Groups	10
English Language Instruction Helpful	8
Creating Realistic Goals	5
Successful Models Provided	5
Local Officials Visit School	3
Music and Art Appreciation	3
Minority Group Parents Resent Vocational Training	2
Summer School for Social Skills	2
Audio-Visual Material in Social Development	1
Gifted Children Identified	1
Preschool	1
NYC Job Training	1
School Image Improved	1
Social Consultants in Social Development	1

Project SEAR

Task Force Data Record

(TDR)

Interviewer's Name ____________________

Date 9/13/67

Respondent's Name ____________________

Affiliation ____________________

Describe a trigger event that could take place in your area. (Event #1)

Almost every trigger event that could take place is associated with the misuse of, or in the eyes of the citizens misuse of, administrative or police authority. There are several types of events that could take place in our district that could closely be associated with authority clashes especially involving the police. However, in the school realm in our district the trigger event most likely to cause a problem would again be one where authority was misused or where the students felt authority was being misused. If a group of students were suspended or expelled from school or if with younger students corporal punishment were used and these students and their parents felt that these procedures were completely unjustified whether in fact they were or not, a real problem could arise. All persons in authority including school administrators must be (see attached page.)

Describe an event which would trigger an incident in other areas but would not affect yours. (Event #2)

An attempt was made in a union high school district near to our district to partially implement a program of integration. This was done with very little pre-planning and practically no student or citizen involvement. The plan had to be shelved because of the real problems that arose between students. Under pressure from the Federal and State Governments for integration and an end of desegregation, if this district attempted to do the same thing without better pre-planning than before, a real series of serious problems and incidents could occur. In effect, by moving unilaterally, the administration was misusing its power.

(Attachment to Page 1)

scrupulously fair and the students must know and believe that they are being scrupulously fair. If such is the case, disciplinary action can and will be accepted. If the students feel that the administrator is unfair, then a real problem can develop

What are the most important elements of Event #1 that are not part of Event #2?

Philosophically the two events are not as widely separated as might be construed. Both events would and could involve a misuse of adminstrative authority. The major difference involved as far as this district is concerned is that the citizens and students must and are involved in the decision making. The adminstrator then attempts to carry out mutually agreed upon vehicles of procedure.

Is your school (district) a strong influence on the lives of neighborhood youth?

If yes, in what way?

The school district does exert, especially at this crucial time, a strong influence on youth in our community. I believe this is true because we are taking the first real hard community steps toward an equalization of opportunity. The school district is attempting to equalize educational opportunities with the belief that this will be the start not only toward better job preparation but that would also lead to more equality in the housing and job opportunities. Our district is attempting to help solve social problems that have arisen. The district is attempting to show all

(see attached page)

If no, why not?

Our school district has not yet been able to make a real impact on the job market for disadvantaged youth. The core of social phenomena unrest is opportunity for better and more equitable employment with the concomitant chance for improvement of housing and other social phenomena.

(Attachment to Page 3)

students that the solution to social problems must be arrived at from a rational, non-violent approach. Social change is necessary, but it must be accomplished with the help of all good citizens through democratic process

Is one of these acting as a sensor of community unrest?

Yes **School maintenance and repair cost increase**
Yes **Disciplinary referrals**
Yes **Attendance Factors**
Yes **Parent feedback regarding student performance**
no **Pupil reaction to national and international unrest**

If yes, or if there are other sensors, please describe below.

School maintenance and repair cost increase: Our district business office maintains an exact accounting of the cost and amount of vandalism at every school building. These are compared year by year to if certain types of problems have or might be arising in any certain areas

Disciplinary referrals A complete record of all disciplinary district action, including suspensions, expulsions, exclusions and corporal punishment are kept continually by the district. A comparison of these factors is made annually to attempt to assess any changes in school or community relationships.

Attendance factors: The district makes annual reports on the attendance at every school and more specially in detail at compensatory schools. Comparisons on these factors can help alert the district toward any other types of problems

Parent feedback The district makes spot and partial surveys of parental feelings about the schools especially in compensatory areas. When these reports are put together school wide and district wide they can present a picture which is important to the administrator.

Intergroup Relations Office The Intergroup Relations Office has two certificated persons and three non-certificated persons whose job is to act as the eyes and ears of the district regarding problems which might arise and then

(see attached page)

(Attachment D Page 4)

to help to attempt a solution of these problems. These persons are day-by-day indicators of problems which may be arising within the district.

School Administrators School administrators keep a very close tab on the possible problems which may be arising in their school and in turn keep the central office administrators up-to-date on any potential problems

What problems of the neighborhood can the school meet?

Elementary

The schools main job in elementary education is to guarantee that every student will have an equal educational opportunity. This does not mean that every student will receive the same education but that some will need services over and above in order to bring them to the starting mark and keep them up with their peers. This might also mean that students that attend desegregated schools will have the opportunity to attend integrated situations so that both the minority
(see attached page)

Secondary

The main problems of the secondary student is the problem of jobs or vocations. It is the responsibility of the schools to help prepare students for meaningful occupations, and to make sure that students who have the aptitudes and abilities regardless of their socio-economic or racial background are steered into course which will allow them to further their education so that premium types of jobs which they could fill would be available to them

Irregular

The schools have the responsibility to make sure that all students understand the value of an education and its direct relationship to their future opportunities and hence its direct relationship to the opportunities their children will have.

Is compensatory education affecting the areas identified above?

If yes — go to Section B

If no — go to Section A

(Attachment to Page 5)

students and the majority students will grow up in an atmosphere in which the problem can be solved. Both majority and minority must become a part of the solution of the problem and not remain a part of the problem

B

How do you judge the effectiveness of the Compensatory Education program?

Formal Program Evaluation Mechanism

In all cases where it is possible, pre- and post-data are attained both in objective fields and subjective fields. As well, subjective statements are gathered from teachers, administrators and parents whose children are in the program. The evaluations of all of these programs are compiled into the annual evaluation report, for both E.S.E.A. projects and other related projects. These reports are then analyzed by our research department and the results forwarded to the E.S.E.A. Steering Committee and Community Educational Advisory Committee. These results then become a basis for the next years changes in proposals.

Impact on people in the program

Questionnaires, anonymous, are distributed to students taking part in the program for their assessment of the program. Tabulation of these results also become a part of our program planning. As well, data relative to attendance, disciplinary action, and school holding powers are used.

Other means

The Director of Compensatory Education conferences with persons in the Curriculum Division, the instruction division, the Intergroup Relations Office for their attitudes, feelings and findings regarding the efficiency and effectiveness of compensatory programs

What are the non-academic effects of Compensatory Education program?

Interface with community service provided by school

The schools work directly with the Recreation Department in making available the use of grounds and buildings for regular structured and non-structured recreational programs. The district works closely with the County Welfare Department and the State Department of Education in providing on the job training for practical experience for college persons working in the social service fields. The district also works closely with the County Welfare Department in their on the job training program.

Prepare students for entry into social system

The major thrust of all of our compensatory programs are to upgrade the basic subjects for all educationally and economically deprived students. The major emphasis is to counsel with students to keep them in school so that they will receive at least their high school education. Beyond this, a special effort is made to discover students in this group's who have real ability and who could profit from college training in an attempt to counsel them into the importance of this type of program.

Other effects

The minority communities have felt that our district is making an appreciable effort to provide equal educational opportunities through our Project Aspiration. This is also engendered a closer knitting of the Mexican-American parents who in some cases are now meeting with and demanding better services for non-English speaking students and in some cases possible moves toward a desegregation and integration.

A

What recommendations for changes in the Compensatory Education program would you make?

Scope and Content

In our effort to provide sustained and meaningful programs in the elementary schools we have been unable because of lack of funds to provide all the services necessary in the secondary area. Greater emphasis is needed on basic subject material at the secondary school. A major focus in the secondary schools should be a reinforcement of our counseling and guidance programs which would include the opportunity for all students to meet regularly with a counselor to work toward greater educational and vocational goals. As well, a structured guidance course (See attached pages)

Evaluation Mechanisms

If sufficient funds were available under Title I, our intent would be to possibly have an outside firm to make a complete evaluation of program management and program and results of all compensatory programs in the district. This would include a follow-up study of the students who have been in the program and who have either dropped out of school or who have graduated from school to attempt to assess what needs these students had, which needs were met, which needs were unmet, and new directions to meet these specific needs

Interface Considerations

The teachers, aides and principals are the most effective arm of the school district into the community. To many patrons these persons become the school and the school district. However at the present time our Intergroup Relations Office provides us knowledgiable and skillful means of bringing program, philosophy, & action into the community

(Attachment to Page 8)

for these students should be conducted. There is a great need for increasing our social services including attendance counselors, social workers, and health services.

In all schools, elementary and secondary, greater emphasis is needed on some of the related programs such as health services, medical services, food services, and recreational services.

What is the impact of single component of improved Compensatory Education Program on specific elements of trigger events unique to your area? (See page 2)

The one major compensatory program which has specific relationship to trigger events is our an attempt to alleviate the ill effects of de-facto segregation. Through this program, the district has been able to convince both the majority citizens and the minority citizens of our community that the Board of Education is sincere in its statement that all students must have the chance for equal education. While there have been minor problems, the evaluation of this program show that it has been almost completely accepted by minority parents and the majority community. As long as the citizens believe the school district is making a concerted effort to assure this equality of educational opportunity they will be on the school side and we will be able to make some small mistakes which will not trigger events that might be triggered in other areas over similar incidents.

Project SEAR

Task Force Data Record

(TDR)

Interviewer's Name ____________________

Date August 21, 1967

Respondent's Name ____________________

Affiliation ____________________

Describe a trigger event that could take place in your area. (Event #1)

On any Sunday afternoon at Park in the heart of the target area, a gathering of several hundred Negro youths takes place. Fights occasionally break out which necessitate calling in police units. On several afternoons, trigger events have taken place involving altercations between police and youths which could have resulted in extended rioting.

Describe an event which would trigger an incident in other areas but would not affect yours. (Event #2)

In recently, there have been incidents of minor looting and vandalism which in other areas have resulted in major rioting. Apparently in , the isolated events have not triggered the chain reaction which has taken place in other areas

What are the most important elements of Event #1 that are not part of Event #2?

1 Police and minority youth confrontation

2 Emotional elements of mob psychology

3. Group solidarity and desire to harass police

4. Opportunity for hard-core elements to influence large crowds

5. Gathering of idle, restless, excitement-seeking crowds with resultant excessive and violent behavior

Is your school (district) a strong influence on the lives of neighborhood youth? Yes

If yes, in what way?

Since the advent of a massive compensatory education program, schools are able to provide neighborhood youth with opportunities which they have not had heretofore. Neighborhood youth are also being influenced by men and women of their own culture who are contributing to the school program.

Parents are involved more significantly in the activities of the school, both as paid workers and as volunteers, than ever before. School experiences have become more meaningful in terms of meeting the life needs of youth. (See attached page)

If no, why not?

attachment to
Page 3

It is not certain that the influence of the school is still sufficient to counteract the negative aspects of the life of the disadvantaged child. It will take several years to determine this.

Is one of these acting as a sensor of community unrest?

No **School maintenance and repair cost increase**

Yes **Disciplinary referrals**

Yes **Attendance Factors**

Yes **Parent feedback regaring student performance**

Yes **Pupil reaction to national and international unrest**

If yes, or if there are other sensors, please describe below.

Disciplinary referrals

Principals and teachers report added disciplinary referrals during times of local, national, and international crises.

Attendance factors

It can be determined by the attendance patterns of children when parents are disturbed or distressed by events in the community or in the country.

Parent feedback

In group meetings, in the press, and in letters to the Board of Education, there is evidence of parent unrest, uncertainty, and doubt concerning the effectiveness of the school program for children's progress.

(See attached page)

Attachment to
Page 4

Pupil reaction

As reported above, children do reflect the doubt, uncertainty, and fears of the home, community, and nation.

What problems of the neighborhood can the school meet?

Elementary

1. Employment opportunities for parents and community workers under the broad Federal programs which provide for aides, clerks, and classroom helpers.
(See attached page)

Secondary

Irregular

Is compensatory education affecting the areas identified above?

If yes - go to section B   Yes

If no - go to section A

Attachment to
Page 5

2 Greater attention by more adults provides more security for elementary school children

3 Remedial and corrective programs to bring about improved pupil performance which should lead to upgrading community levels of employment and livelihood.

4 Increased opportunity for children to know their community through field trips and cultural experiences which broaden their horizons and bring about more effective use of leisure time.

B

How do you judge the effectiveness of the Compensatory Education program?

Formal Program Evaluation Mechanism

Several extensive evaluations of the compensatory education program have Proven that the various components range from moderately effective to very effective by use of standardized tests, parent, teacher, and pupil questionnaires. A year and a half of the massive program under Title I and other Federal and State programs is not adequate time to establish (See attached Page)

Impact on people in the program

It is difficult to assess the impact of the added personnel brought into the Schools both on a paid and volunteer basis. A personal assessment is that the employment of about 500 additional people will make an impact on the pupils, the parents, the staff of the schools. and upon the people themselves who are employed. There is no better way to help children who are disadvantaged than to have interested adults give them attention, security, and instructions

Other means

Attachment to
Page 6

B

a significant pattern in terms of effectiveness of program. Five years of evaluation may begin to indicate some trends and possible changes in emphasis, in-service education, and general program development.

What are the non-academic effects of Compensatory Education program?

Interface with community service provided by school

The school staffs are more aware of the importance of working with all agencies affecting the lives of disadvantaged children. Some of the experiences have been difficult for professional staff members, but there has been growth by school personnel in working with the poor and disadvantaged.

Prepare students for entry into social system

This appears to be the crux of much of the parent unrest in the community. They doubt that the school is doing an effective job of counseling disadvantaged pupils into lines of work or interest which will upgrade their position in society.

School personnel find it difficult to resolve what they know about the (see attached page)

Other effects

Attachment to
Page 7

social system's pressure upon poor or disadvantaged pupils. and school counselors and teachers may be guilty sometimes of underestimating pupils' and parents' aspiration levels. There has been growth in this area, and I have observed teachers and other school staff members who are encouraging disadvantaged children to achieve more than ever before.

A

What recommendations for changes in the Compensatory Education program would you make?

Scope and Content

1 Extensive change in the scope and content of the program cannot be achieved quickly. Change should come slowly based upon evaluation.

2. There needs to be more sharing of program successes throughout the country. It is difficult to assess what other districts are doing, what their successes and failures are, and how these successes and failures may affect the local district. (See attached page)

Evaluation Mechanisms

We are working toward more effective evaluation procedures. Standardized tests and intelligence tests have put the disadvantaged pupil in a bad light. New techniques need to be developed which are more effective in evaluating disadvantaged children

Interface Considerations

More skills needs to be developed by school staff members and community agencies in working together as a unit with disadvantaged families. One significant event in the effort of the new Follow Through program will be the

Attachment to
Page 8

Scope and Content (Continued)

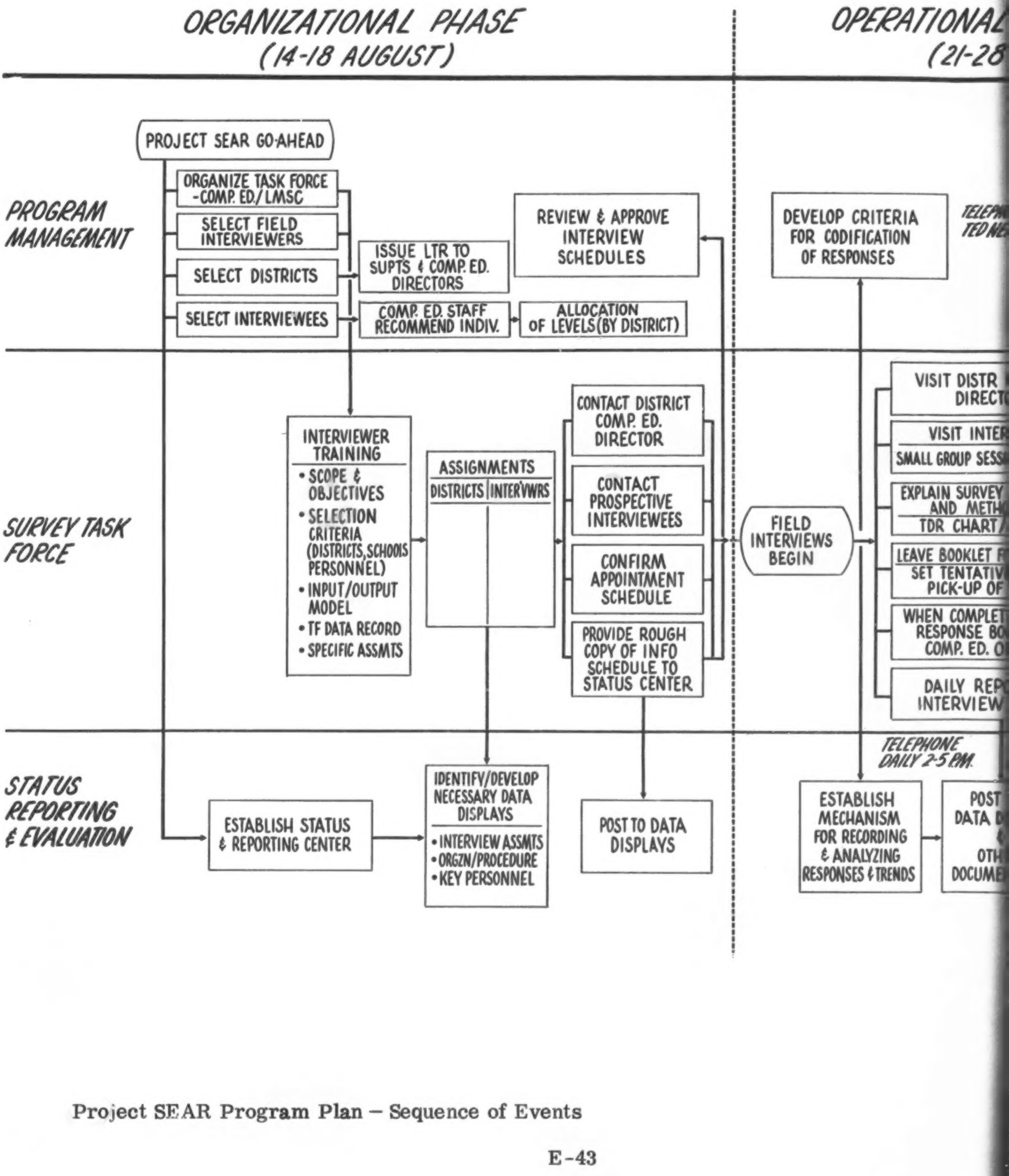
3. Next year it is the intention of this district to concentrate more on certain schools because of limited funds. Rather than watering down the entire program for all schools, there will be more concentrated services to fewer schools.

Interface Considerations

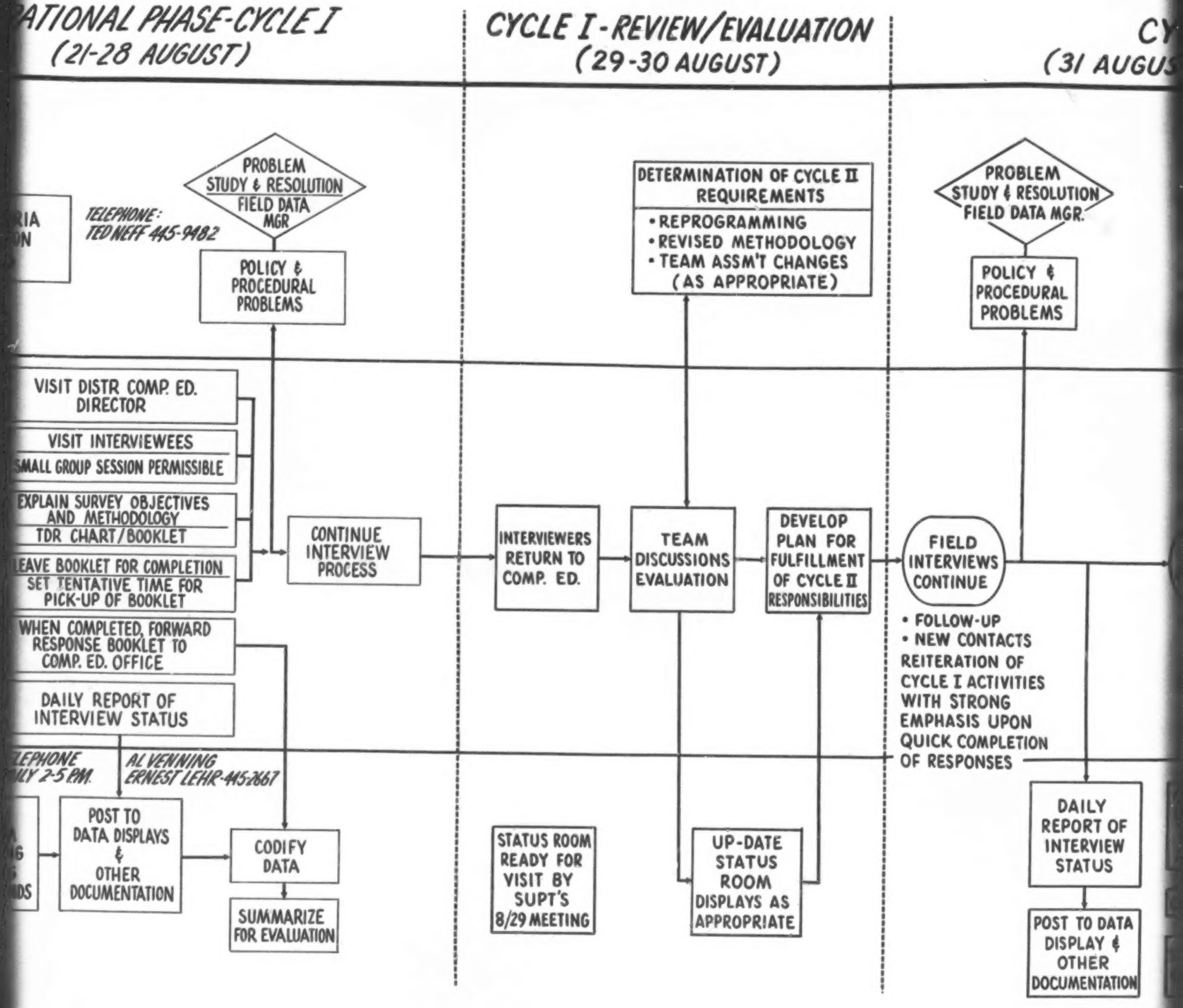
attempt to coordinate all of the people and services which try to help disadvantaged families. It is evident that some families are overwhelmed by the number of people attempting to serve them. More effective coordination needs to be established between school personnel and all community agencies serving.

What is the impact of single component of improved Compensatory Education Program on specific elements of trigger events unique to your area? (See page 2)

1. Increased employment of adults and youth in the community has helped to prevent the trigger events described on page 2 from breaking into major riots or looting. The figure of about 500 people employed in the compensatory education programs in the schools is supplemented by the hundreds of others who have been employed by the Neighborhood Youth Corps, the Urban League Tutorial Program, the Manpower Development Training Act, and the Job Corps, among others. The more people who are gainfully employed either through the Economic Opportunity Act, through compensatory education programs, or through efforts of the community, the less likelihood there is that rioting and looting will occur.
2. More effective involvement of parents and community leaders in the school program brings about an element of trust and mutual respect which can be translated into a community feeling that something is being done to improve the lot of the disadvantaged.
3. Increased awareness and understanding by the school staff of the problems and needs of the school community should help greatly in eliminating the elements that trigger violence.


ORGANIZATIONAL PHASE
(14-18 AUGUST)
OPERATIONAL
(21-28
PROGRAM MANAGEMENT
SURVEY TASK FORCE
STATUS REPORTING & EVALUATION
PROJECT SEAR GO-AHEAD
ORGANIZE TASK FORCE -COMP. ED./LMSC
SELECT FIELD INTERVIEWERS
SELECT DISTRICTS
SELECT INTERVIEWEES
ISSUE LTR TO SUPTS & COMP. ED. DIRECTORS
COMP. ED. STAFF RECOMMEND INDIV.
ALLOCATION OF LEVELS (BY DISTRICT)
REVIEW & APPROVE INTERVIEW SCHEDULES
DEVELOP CRITERIA FOR CODIFICATION OF RESPONSES
TELEPH
TED NE
INTERVIEWER TRAINING
• SCOPE & OBJECTIVES
• SELECTION CRITERIA (DISTRICTS, SCHOOLS PERSONNEL)
• INPUT/OUTPUT MODEL
• TF DATA RECORD
• SPECIFIC ASSMTS
ASSIGNMENTS
DISTRICTS
INTERVWRS
CONTACT DISTRICT COMP. ED. DIRECTOR
CONTACT PROSPECTIVE INTERVIEWEES
CONFIRM APPOINTMENT SCHEDULE
PROVIDE ROUGH COPY OF INFO SCHEDULE TO STATUS CENTER
FIELD INTERVIEWS BEGIN
VISIT DISTR
DIRECT
VISIT INTER
SMALL GROUP SESS
EXPLAIN SURVEY
AND METH
TDR CHART
LEAVE BOOKLET F
SET TENTATIV
PICK-UP OF
WHEN COMPLET
RESPONSE BO
COMP. ED. O
DAILY REP
INTERVIEW
TELEPHONE DAILY 2-5 P.M.
ESTABLISH STATUS & REPORTING CENTER
IDENTIFY/DEVELOP NECESSARY DATA DISPLAYS
• INTERVIEW ASSMTS
• ORGZN/PROCEDURE
• KEY PERSONNEL
POST TO DATA DISPLAYS
ESTABLISH MECHANISM FOR RECORDING & ANALYZING RESPONSES & TRENDS
POST
DATA D
&
OTH
DOCUME

Project SEAR Program Plan – Sequence of Events


ATIONAL PHASE-CYCLE I
(21-28 AUGUST)
CYCLE I - REVIEW/EVALUATION
(29-30 AUGUST)
CY
(31 AUGU
PROBLEM
STUDY & RESOLUTION
FIELD DATA
MGR
RIA
ON
TELEPHONE:
TED NEFF 445-9482
POLICY &
PROCEDURAL
PROBLEMS
DETERMINATION OF CYCLE II
REQUIREMENTS
• REPROGRAMMING
• REVISED METHODOLOGY
• TEAM ASSM'T CHANGES
(AS APPROPRIATE)
PROBLEM
STUDY & RESOLUTION
FIELD DATA MGR.
POLICY &
PROCEDURAL
PROBLEMS
VISIT DISTR COMP. ED.
DIRECTOR
VISIT INTERVIEWEES
SMALL GROUP SESSION PERMISSIBLE
EXPLAIN SURVEY OBJECTIVES
AND METHODOLOGY
TDR CHART/BOOKLET
LEAVE BOOKLET FOR COMPLETION
SET TENTATIVE TIME FOR
PICK-UP OF BOOKLET
WHEN COMPLETED, FORWARD
RESPONSE BOOKLET TO
COMP. ED. OFFICE
DAILY REPORT OF
INTERVIEW STATUS
CONTINUE
INTERVIEW
PROCESS
INTERVIEWERS
RETURN TO
COMP. ED.
TEAM
DISCUSSIONS
EVALUATION
DEVELOP
PLAN FOR
FULFILLMENT
OF CYCLE II
RESPONSIBILITIES
FIELD
INTERVIEWS
CONTINUE
• FOLLOW-UP
• NEW CONTACTS
REITERATION OF
CYCLE I ACTIVITIES
WITH STRONG
EMPHASIS UPON
QUICK COMPLETION
OF RESPONSES
ELEPHONE
AILY 2-5 P.M.
AL VENNING
ERNEST LEHR-445-2667
A
G
S
RDS
POST TO
DATA DISPLAYS
&
OTHER
DOCUMENTATION
CODIFY
DATA
SUMMARIZE
FOR EVALUATION
STATUS ROOM
READY FOR
VISIT BY
SUPT'S
8/29 MEETING
UP-DATE
STATUS
ROOM
DISPLAYS AS
APPROPRIATE
DAILY
REPORT OF
INTERVIEW
STATUS
POST TO DATA
DISPLAY &
OTHER
DOCUMENTATION

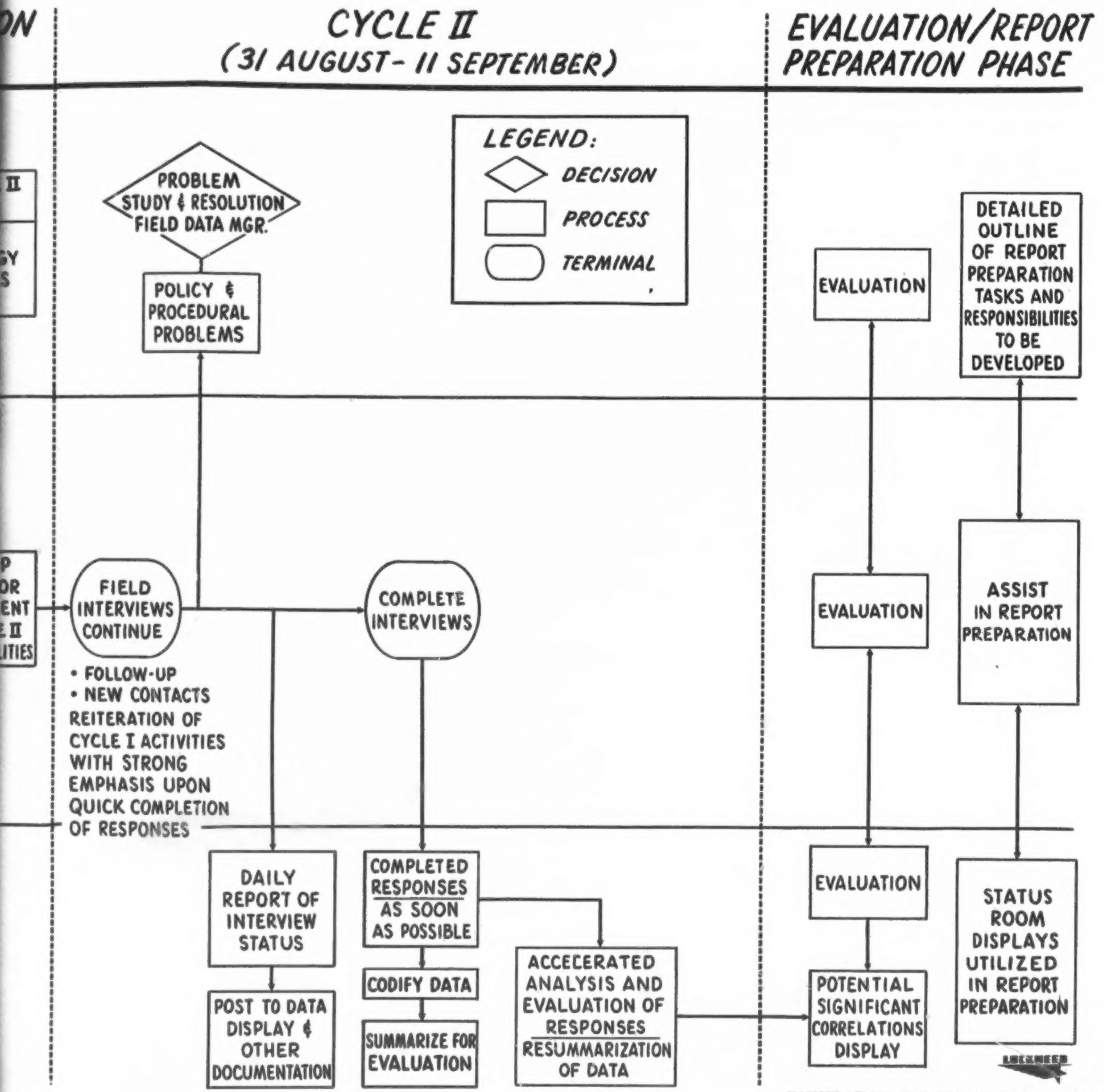

CYCLE II
(31 AUGUST - 11 SEPTEMBER)
EVALUATION/REPORT PREPARATION PHASE
LEGEND:
DECISION
PROCESS
TERMINAL
PROBLEM STUDY & RESOLUTION FIELD DATA MGR.
POLICY & PROCEDURAL PROBLEMS
FIELD INTERVIEWS CONTINUE
• FOLLOW-UP
• NEW CONTACTS
REITERATION OF CYCLE I ACTIVITIES WITH STRONG EMPHASIS UPON QUICK COMPLETION OF RESPONSES
COMPLETE INTERVIEWS
DAILY REPORT OF INTERVIEW STATUS
POST TO DATA DISPLAY & OTHER DOCUMENTATION
COMPLETED RESPONSES AS SOON AS POSSIBLE
CODIFY DATA
SUMMARIZE FOR EVALUATION
ACCELERATED ANALYSIS AND EVALUATION OF RESPONSES
RESUMMARIZATION OF DATA
EVALUATION
EVALUATION
EVALUATION
POTENTIAL SIGNIFICANT CORRELATIONS DISPLAY
DETAILED OUTLINE OF REPORT PREPARATION TASKS AND RESPONSIBILITIES TO BE DEVELOPED
ASSIST IN REPORT PREPARATION
STATUS ROOM DISPLAYS UTILIZED IN REPORT PREPARATION

ILLUSTRATION PROCESSING INFORMATION

The Turbulent Summer

The turbulent summer of 1967 is shaking the foundations of the American system of government with more basic violence than anything since the spring of 1861 when the first shots fired at Ft. Sumter plunged this country into civil war. What is happening to the United States both at home and abroad during this epochal summer is straining the basic capacity of the political leadership and machinery of this nation to govern effectively.

Because of its complex interrelationship with the governmental structure, as well as its position as a major economic force, the aerospace industry is bound to feel the seismic tremors emanating from the social explosions at home and the military imbroglios abroad.

It is not only a summer of urban murder and arson in race riots. It is also a summer of grave fiscal crisis caused by the $30 billion a year being poured into the war in Vietnam. This Financial crisis is evidenced by the more than $11-billion federal deficit for the current fiscal year and the $5-billion error by Defense Secretary Robert S. McNamara in gauging the Fiscal 1968 requirements for the Vietnam war. How the defense secretary can explain this $5-billion error that has been revealed less than six months after he assured Congress his Fiscal 1968 budget had accurately measured the war costs, we cannot imagine.

Dimmed Goal

The combination of the riots that are cauterizing the open sores of urban slums with arson, and the continued outpouring of blood and money into Vietnam without any feasible plan for decisive action, is bound to force a reorientation of this nation's public opinion and its national goals. The once-shining goal of exploring outer space and landing men on the moon will inevitably be dimmed by the brighter glow of the fires in burning city cores.

The need to send a half-million armed men and $30 billion a year to a land 10,000 mi. distant to establish a democratic government will inevitably lose some of its urgency in the face of the violent protest in a score of U.S. cities against the brand of democracy now available there. This disparity will also inevitably diminish the shadow of this nation's image abroad. It will discourage our allies and encourage our enemies.

What is even more appalling than the events themselves is the utter sterility of the various levels of government machinery, from the White House down to police precinct stations, in coping with these eruptions of domestic and international turbulence. In an era dominated by modern technology, the machinery of government appears to be still operating with the outlook and efficiency of the early steam age.

As an industry that embraces most of the spectrum of modern technology, and as the government's largest single customer, the aerospace industry has a special responsibility to make a more vigorous attempt to respond to these critical challenges. It has technology that could be applied, from new and less lethal methods of riot control to systems planning and management capacity. This technology could redesign urban complexes, create effective regional transportation systems and provide the jobs in so doing that would absorb much of the energies now dissipated in violence.

Bolder Bid

Perhaps the aerospace industry has been so much absorbed in its traditional task of providing defense against external enemies that it has never given much thought to the contributions it can make to strengthen this nation internally. We submit that the events of this summer should stimulate the industry to take a long hard look in re-evaluating its role on the American scene and to make a bolder and more imaginative bid to offer its services to meet the new challenges of our times.

If the aerospace industry has been overly modest in proffering its talents for these new tasks, the various-strata of government leadership have been even less perceptive in realizing the capabilities that are available and even less energetic in attempting to apply them.

We do not mean to suggest that the aerospace industry can provide a panacea for all the problems that face this nation now. But these are new problems in a new environment, and they require fresh thought and new approaches. Neither the tired Fabian Socialism that is sapping the strength from Britain nor aging extremists of the radical right in San Diego can make much sense in tackling the problems of the last half of the 20th Century.

What we do mean to suggest is that the aerospace industry, with its modern technology and systems management techniques, can become a stronger ally of modern government in searching for and implementing effective solutions.

We think the aerospace industry has the opportunity to make as significant and effective a contribution to building a better America for the future as it has for the past three decades in protecting this nation from external aggression.

—Robert Hotz